

THE AMERICAN

# School Board Journal

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VOLUME 118, NUMBER 3

MARCH, 1949



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# THE AMERICAN School Board Journal

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The contents of this issue are listed in the "Education Index."



## 58th Anniversary

This issue of the JOURNAL is the 58th Anniversary Number. On this occasion we point with considerable pride to the service and accomplishment of the JOURNAL in the progress of school administration since the first issue was published in March, 1891. Administrative procedures in legislative, judicial, and executive action, in taxation and finance, in functional schoolhouse planning, construction and equipment, originally presented and continually promoted in the JOURNAL, are now an integral part of school administrative organization.

Continuance of the clearly defined editorial policy focused on democratic school administration, and the many years of editorial experience, qualify the JOURNAL for even greater service and accomplishment in the solution of the critical problems now confronting school administration, especially in the area of schoolhousing.

In passing the 58th milestone, it is gratifying to note the response of school administrators to the service of the JOURNAL by way of subscriptions. The paid subscription to the March issue is 16,504 with 85 per cent of the circulation going to "top management" in school administration — superintendents of schools and their board members.

May we express again our appreciation for the opportunity and the responsibility of serving school administrators and through this service the school children of America.

JOHN J. KRILL

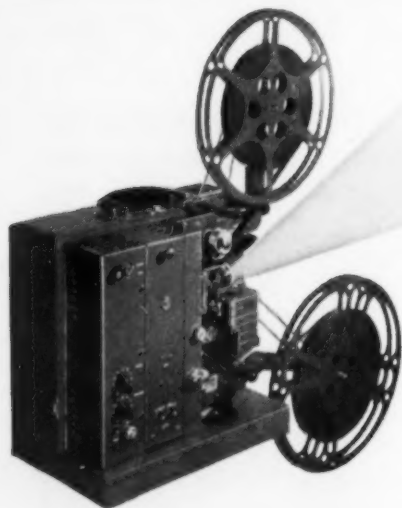
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# THE AMERICAN School Board Journal

Volume 118, No. 3

MARCH, 1949

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## Steps in Selecting a Superintendent

*Harlan L. Hagman\**

Desirably infrequent in the handling of school affairs by the board of education is the election of a new superintendent of schools. Continuity in administrative procedure, management policy, curricular practice are necessary for the development of long-range plans for school improvement as well as for the maintenance of high morale among school employees. But when the occasion arises for securing a new chief school administrator, the board may find itself with a task both unfamiliar and extremely important. Few acts of the board will be as significant in the history of the school system.

While the task may be new to the board, the experience of other boards may be drawn upon. Through study and practice, the procedures in electing a new superintendent have become formalized to some degree and may be identified before the board begins its search. The process is simple, orderly, and as thorough as the board wishes it to be. A satisfactory outcome may be expected if each step is taken with necessary deliberation.

The first step involves the establishing of policy, planning of procedure, and the assignment of responsibilities. The second step is the initiation of and the carrying on of the search for candidates. The third step is the sifting of candidates to eliminate all but a very few. The fourth step is the interviewing and considering of the two or three candidates among whom choice will be made. The fifth and last step is the election of a new superintendent.

### First Step: Planning

The selection of the school administrator should be unhurried. Acting without sufficient investigation and study may seem to be justified at some times by the need for speedy filling of the vacancy but can lead shortly to the necessity for doing the task over again. Speed can be made by the scheduling closely of board meetings for the purpose of finding a new superin-

tendent and by acting throughout the search and consideration according to an over-all plan prepared at the beginning. The time involved in making the plan will be gained back again and the outcome may be expected to be a happier one than if no guiding policy is developed before candidates are considered.

One board meeting of about two hours should be sufficient to establish procedure. The members will need to be in general agreement about the answers to several questions through which the board's plan of action will be adopted and the policy governing the selection of a new administrator established. The questions which arise will vary according to the local situation but will involve some or all of the questions discussed in the following paragraphs.

**Has the vacancy been officially established?** It should be expected that the board act to secure a new superin-

tendent only after it has taken action officially to accept a resignation, to notify the incumbent administrator that he is not being considered as a candidate to succeed himself, or to recognize that the position has been made vacant by death. The minutes should show that the board has taken such action to establish the vacancy. State tenure laws and the customary consideration of ethical and courteous behavior on the part of the employing board apply in every case of course.

**What shall be the schedule of the board in filling the vacancy?** A calendar of activity to guide the board in its search for the new administrative officer provides a schedule of committee meetings (if committees are used), a listing of times at which reports will be made, limits of the period during which applications for the position will be received, dates of the board meetings for interviewing candidates, the date set for election of a new superintendent, and such other dates necessary to be met if the search procedure is to be carried on without unnecessary delays. The calendar provides for sufficient deliberation at each step even with a relatively short time for the filling of the vacancy.

### Essentially the Board's Responsibility

**Who will determine the qualifications to be expected of candidates?** The board will usually give considerable thought to the wishes of the teaching staff and of the community in general when setting up the qualifications to be demanded. This consideration may or may not include requests for direct expressions of opinion. Some boards have invited school faculties to draw up statements of desired qualifications for candidates for the superintendency and other boards have accepted suggestions from the teachers as to persons who might be available and desirable. Expressed or unexpressed community desires will have properly an effect upon the board's deliberations.

The board, however, should not abdicate from its position of responsibility and



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\*Drake University, Des Moines, Iowa.



authority. It should attend to interested groups only to the extent that the board's search for the best possible person is facilitated by outside suggestions. It should resist pressures of groups promoting the interests of individual candidates such as popular teachers, successful athletic coaches, principals, graduate students, or superintendents of other districts. Candidacies so advanced should be considered along with other applications and, if necessary, rejected. The board's duty to the whole community, and especially to the schools, must be seen as above the interests of special groups. The adoption at the beginning of the search for suitable candidates of a statement of qualifications desired relieves the board to some extent of the sometimes difficult task of rejecting locally popular but generally undesirable candidates.

**What professional training and general educational qualifications are to be required of candidates for the position?** Since the superintendent holds a position of great importance in the school system, his professional training should be extensive enough to provide assurance that his leadership will be competent. On the other hand, it should be expected that he possess a broad general education so that his vision and understanding will make him in that way an asset to the school's program of education and a respected representative of the school to the general public. While academic degrees do not insure educational and professional competence, they are one of the guides in evaluating the qualifications of candidates. The minimum educational achievement should be a master's degree with professional courses in techniques of school administration and supervision, curriculum, school law of the state, school finance, or other courses addressed primarily to the task of the superintendent of schools.

#### Experience and Personal Qualifications

**What experience in teaching will be expected?** Successful experience as an administrator in a similar school system should be indicative of the probable success of the candidate if elected to the superintendency. Personal and professional growth should have been evidenced however throughout the period of experience or the candidate's professed experience may be less beneficial to him than the shorter experience of a more alert candidate. Experience in educational work should have included some classroom teaching in both elementary and secondary schools or special training in both fields if actual teaching has been done in only one. Small systems may waive the requirement of experience as an administrator if successful classroom work suggests that the candidate will be able to perform his duties successfully on the basis of his special training alone. The board in its planning session will need to establish its policy as to experience re-

quirements. The nature of the school system, its size and problems, and the practice of the system in employing experienced or inexperienced teachers will be factors in determining the policy.

**What are the personal qualities and abilities desired?** While consideration of such details as dress, habits, and general bearing will wait upon the interviewing of candidates, the board may profitably consider the special demands the position will make upon the successful candidate in the way of public appearances, social life in the community, relations with other school personnel, and association with other school administrators of the area.

**What salary shall be offered the successful candidate?** The salary to be paid should be determined before candidates are considered. The amount will be affected by the salary paid to former superintendents, the qualifications demanded, the ability of the school district to pay, and the cost of living as superintendent of schools in the school district. Failure to set in advance the amount of salary to be paid opens the way for individual bargaining with separate candidates with the result that the board may find its selection of a superintendent directed in part to the saving of money by taking the low bidder. When, during the search for a suitable candidate, it appears that the salary as predetermined by the board is not sufficient to secure an administrator of the qualifications desired, the board should meet to reconsider the amount of salary and to canvass the field of candidates again with the higher salary in mind. The relation of the proposed salary to the salary of other school personnel probably cannot be determined for all school systems. Large city systems will pay in annual salary to the superintendent of schools several times the amount paid to an individual teacher. Smaller systems will pay the chief administrator one and a half to twice as much as the highest salary paid to a classroom teacher.

#### The First Contract

**What shall be the term of the initial contract?** If the state law provides for the term of contract, the board will not need to debate the matter. But if the law permits of an option, the board may wish to settle the problem of the contract during its planning meeting. The situation may dictate that a contract be limited to one year with renewal guaranteed in the event of successful performance. If the new administrator is not well acquainted with the schools before his employment, the first school year will be occupied largely by orientation experience and preliminary planning for future developments. The second year of service will then show the actual leadership and other ability of the new superintendent. It may appear that judgment on renewing an initial one-year contract must be made before significant

accomplishment is more than promised. An initial two-year contract, if legal, may be desirable and a three-year contract more so. But as the period of the initial contract is made longer, the board will need to examine more and more critically the qualifications of the candidates it interviews. Successful experience will be a more important criterion.

The period of the initial contract will be probationary both for the candidate and for the school district. While the board may wish to avoid committing itself to the long-term employment of a new administrator the new superintendent may be reluctant also to commit himself in advance to long service in the position. The long initial contract period may make both parties to the agreement more cautious about signing until all factors have been considered. It does promote stability in the system by insuring that the new administrator will stay in the position for more than the briefest period. The attractiveness of the position and the past rate of turnover of superintendents condition the board's decision.

**What special problems of the school system must be met by the new superintendent?** The nature of the problems to be faced by the incoming administrator may indicate special consideration of the qualifications to be listed for candidates. If major curriculum changes are in order, the training of the administrator in this field or his experience will be important to his success. If teacher relations or community relations are in need of special attention, the board may specify that ability to promote satisfactory relationships be possessed by any candidate given serious consideration for the position. Other serious problems of the school system similarly affect the selection of candidates.

#### Local Men as Candidates

**Shall promotion from within the system to the superintendency be considered?** The board will save itself much labor if it determines early in its deliberations if candidacies of persons already in the system will be considered. It will not be enough to decide that local candidacies will be treated as are all others. The promotion of an assistant superintendent, a school principal, or other school employee should be considered before other candidacies and a decision made promptly. If there is one obvious choice among present employees, the board can end its search at once by his election or facilitate its search by rejecting him before other candidates are considered. The familiarity of the employee with the school system can assist materially in his success as superintendent and less time will be occupied in becoming oriented in the position.

The board should be fully apprised of the probable effect of the promotion upon the other school employees before it determines upon the elevation of even a very

well-qualified person. The promotion may meet with general approval and its effect excellent upon school morale. There is a stimulation to good work in the realization that the board recognizes ability and faithful service. But if the promotion should not meet with general approval within the schools, the result would possibly be very unfortunate. All this the board should consider.

But if the elevation of a single obvious candidate from among school employees must be considered carefully, the selection of one from among several apparently well-qualified persons should be made even more cautiously. The board should act slowly. If promotion from within the system will create a serious division in the school personnel, arouse antagonisms through favoring one group over another, cause the new administrator to begin his work with a divided faculty, local candidacies should be no longer considered even if competent and desirable employees are disappointed.

#### The Formal Election Vote

**How shall the search for candidates be carried on?** The means for discovering the best candidates may be selected at the board's planning meeting. Requests for nominations may be addressed to college and university placement offices, well-known educators, local persons, educational associations, commercial teacher placement services. Advertising of the vacancy may be done through newspapers of general circulation. The means should be selected according to the extent of the search planned and according to the effectiveness of each means in securing the best possible candidates.

The board may wish to assign responsibility for securing candidates and for preliminary screening to a temporary committee. Definition of the powers and duties of the committee will be important in order to prevent later misunderstandings.

**By what vote shall election be determined?** The state school law may

permit of election of the superintendent by less than a unanimous vote. However, the board may decide in advance of its consideration of candidates that unanimity is sufficiently important to make election by unanimous vote necessary. The difficulties to be met in securing unanimity and the dangers of compromising upon a weak candidate when a unanimous vote is not given to any first-choice candidate should be appreciated. Decision ought not to be reserved until the differing opinions of board members about candidates affect the determination of the method of election.

Through arrival at agreement upon the answers to the above and other questions, the board in its planning session develops its governing policy for the selection of the new superintendent. The completion of the first step in the process makes possible the easier accomplishment of each of the succeeding steps. The actual search for candidates can begin.

(To be continued)

#### Democratic Problems in —

## The Development of Boards of Education in Japan *Richard Werth\**

In July, 1948, the Japanese Diet passed a law with the stated purpose of "attaining the primary objectives of education by establishing boards of education so as to execute educational administration based upon the suitable popular will and befitting actual local conditions with the realization that education should be conducted without submitting to undue control and should be responsible to the entire people." On the fifth of October almost 60 per cent of the eligible Japanese voters, a total of 24,000,000 citizens, went to the polls in a nationwide election. Boards of education were created in the 46 prefectures, 5 great cities, 21 smaller cities, 16 towns, and 9 villages. The establishment of prefectural boards was mandatory this year, while initiation of city, town, and village boards was made optional for 1948 or 1949 and compulsory by 1950.

To give this event its proper setting, it will be necessary to review briefly the changes which have come over Japanese schools as a result of occupation policies. The first stage can be described as the "negative" phase which lasted from September, 1945, until approximately July, 1946. All Japanese teachers were screened and those whose background was closely allied to militaristic affairs were purged from the schools. State Shintoism, the creed which had sought the Japanese soldiers and people a divine destiny, was outlawed as was

religious instruction in public schools. Textbooks containing stories of a militaristic flavor were withdrawn from the hands of the children, and — as new books became available — were taken from the teachers and school libraries. This included nearly all books, because the spirit of war had permeated every

school subject, from agriculture to zoology. The curriculum underwent immediate change when the strangely labeled subjects of "morals" and "ethics" were removed. This was more than a small amputation, because these two courses were really the core of the Japanese curriculum. The changes here described were accomplished with remarkable speed and thoroughness and made it possible for the constructive phase of operations to begin.

#### Basic Changes Through Decentralization

Upon recommendation of the Education Mission to Japan, and upon subsequent findings of the JERC (Japan Education Reconstruction Committee), the Japanese educational system was changed. The 6-3-3 plan was established as the pattern for all Japanese public schools. Education became compulsory to the ninth grade. Only those familiar with the former system in Japan can fully appreciate the immensity of this change. Reorganization of the school system itself is at least a five-year project; but after the first two years the prediction can safely be made that the 6-3-3 plan will be successfully installed by 1951. New teaching materials, modernized textbooks, improved methods of teaching — all aiming deliberately to democratize the entire education process of this once ultramilitaristic nation — have taken a strong hold upon the schools. All of these changes which can here only be sketched roughly were ac-



In the Japanese classroom, even in the model schools, methods are those of teaching the class as a whole. The children are taught to hold the book at arm's length from their eyes and learn everything by loud mass reading.

\*Education Officer, Yamanashi Prefecture, Kofu, Japan.





Poster used in the election campaign. The legend across the top reads "election of the board of education, October 5th." The persons around the semi-circle are from left to right: doctor, factory foreman, engineer, banker, farmer, housewife, merchant. The three paragraphs within the semi-circle read: "A good board of education 1. Represents people of all walks of life; 2. Consists of public-minded citizens who have a sincere concern in education; 3. Is free from political influence and pressure of special interests." This poster was intended to overcome the opinion that a board of education had to consist of trained teachers. It purposely did not show a teacher but was intended to suggest the ideal composition of a board. It proved to be too optimistic because almost no board in Japan now is made up of such a representative group.

complished under the guiding hand of the Civil Information and Education Section of the Supreme Command of Allied Powers (SCAP). The agency through which they were brought into the Japanese schools was the Ministry of Education (Monbusho).

From the outset of the occupation it was realized that a basic change in the education system of Japan could only be accomplished through decentralization of the terrifying power which had traditionally rested with the Monbusho. American school administrators can hardly realize how tightly the entire system of a nation of 80 million people was managed by this powerful Ministry. The edicts of the Monbusho covered every detail of school operations. Through state textbooks total uniformity of teaching material was assured. Through Hatsu Gakkos (School Instructions) even such details as the size of hibachis (charcoal burners) were prescribed. Almost nothing was left to the imagination, and a tightly disciplined inspectorate discouraged local initiative of any sort. Educational efficiency and competence was judged solely according to the degree of uniformity achieved.

So powerful was the Monbusho that the occupation forces decided to use, for the time being, the tool which had forged the mind of Japan just as the Emperor had been used to assure the successful demobilization of the Japanese Army. For the past three years all changes in the Japanese schools, though they

might eventually lead to a democratic pattern, were superimposed through the old, autocratic machinery. The board of education law is the beginning of the end for this pattern.

### The Elections of 1948

Japan is administratively divided into 46 prefectures and 5 large cities. Although in size, population, and outward form of government these subdivisions could be compared to our states, the degree of local autonomy is actually much smaller and the "States Rights" of the prefectures are only those powers delegated by the central government. Local governments can more readily be compared with ours, be they city, town, or village.

The board of education law is a national act creating two types of boards: prefectural and local. The Monbusho retains no administrative or operational control over boards of education, but continues to operate all higher educational institutions and exercises jurisdiction over private schools. Prefectural boards of education execute all educational affairs within the prefecture not assumed by local boards. They are charged with teacher certification, textbook approval, establishment of high school attendance districts, and technical assistance to local boards. Although prefectural boards exercise no direct control over local boards, they may require reports.

In the 1948 election, prefectural boards assumed broad educational tasks which will be

narrowed in subsequent years as local boards take over. This "from the top down" method of establishing local control over education was necessitated by the complete novelty of the concept of a board. The prefectural boards are presently serving in an interim capacity and as a proving ground for the vast number of local boards to be established by 1950.

### Limited Powers of the Boards

The present law fails to give boards of education the power to tax for educational purposes. The purse strings are controlled by local public bodies, the prefectural assembly in case of the prefectural board, and the local village or town assembly for local boards. In addition to submitting their budgets to the assemblies, the following types of actions necessitate approval by the assembly: (1) number of personnel employed by the school board; (2) establishment, control, and disposal of basic property and reserve funds; (3) local bonds for educational purposes; (4) tuition and rental charges; (5) payment of board members. Because of this close relationship between the boards and the assemblies, the law provides that one member of the seven-man prefectural boards and one member of the five-man local boards shall be selected by the respective legislature.

The election of all other members is governed by those laws which provide for the election of local or prefectural assemblymen. The terms of office are four years, with half of the membership renewed every two years. The member selected to represent the assembly serves for the duration of his term in the assembly. The board chairman is elected by vote of all board members for one year, and may be re-elected. Boards make their own bylaws, rules, and regulations which are to be publicly announced. Board members do not receive salaries, but remuneration is mandatory and expenses are to be paid through methods determined by the assembly.

The board elects a superintendent for four years. The superintendent is the executive officer of the board. Appointments to his staff are made by the board upon his recommendation. In all other functions of the board the law states that "the board may require the advice and recommendation from the superintendent of education" leaving the superintendent in an advisory capacity.

With this brief summary of the principal provisions of the law it may be recognized that the pattern is that of an American type of board, but that there are several significant differences. Some of these are due to a difference in culture, system, governmental structure, or local circumstances; others are due to the lobby of the Japan Teachers Union which was a powerful factor in introducing certain changes when the law came to be considered by the Diet.

### Remuneration and Teacher Membership

Perhaps the most controversial item was that concerning payment of board members. American advice was that members of a board





A campaign poster for the election of the first Japanese boards of education. This poster was designed to give a vivid dramatization to the change which would come over the administration of the educational system through the election of boards of education. Since the Japanese read from right to left the right side of the poster shows the old system under which the Monbusho handed down directives to the Prefecture, to the School District, to the Principal. At the right is the board of education in session and local problems are under discussion before an audience of the people. The horizontal legend at the top reads "vote in the election of the board of education." The vertical legend down the middle reads "democratization of education through the board of education."

should be outstanding citizens giving of their time as a public service to their communities. The Japanese have little concept of what we call "public service" and are completely baffled by such phenomena as our "dollar-a-year" men. Their feeling is that when you ask a man to do a job, you must of course pay him. Their idea of a board is more that of a group of paid commissioners. The Japan Teachers Union, moreover, was preparing to elect as many of its members as possible to the boards and wanted to see them paid for their services as they had been paid for their teaching. As the law reads now, a "salary" is not paid, but "remuneration" is prescribed—and the interpretation of that term has been so broad as to make the amount of actual payments resemble the salaries of teaching personnel.

An equally controversial item was the eligibility of teachers to serve as board members. To avoid the setting up of a separate educational bureaucracy, American advice was to make public officials ineligible for membership on the board. But in a country where life has always been completely dominated by government officials there was no basis of understanding for a public body consisting com-

pletely of ordinary citizens. The Japanese arguments ran like this: "In America, you have a higher level of education and therefore you can find many citizens who can easily serve on boards of education"; or, "Teachers are the only people who know the details of educational management well enough to be eligible for board membership." The fallacy of these arguments was not evident to a people who for decades had existed only for the glory of the state. The compromise solution was that "National or local public officials or paid government employees may not *concurrently* be board members." This allowed teachers to run for board membership and then to resign from teaching to assume their new duties. The relationship between this controversy and the salary question is obvious.

The third controversial item concerned the role of the superintendent. According to best American practice, he is an educational leader who works with the people in his community as represented by the board of education. The law in Japan made it possible for teachers to be elected to the board, serve on it with what amounted to full pay, and reduce the position of superintendent to that of an office boy.

### The 1948 Campaign

The board of education election campaign started toward the end of August. From the outset it was clear that American efforts to keep politics out of the campaign were doomed to failure. The number of eligible voters in an average prefecture is about 750,000, and it is nearly impossible to select six persons out of such a number without the implementation of political machinery. Moreover, the law provided that the board of education should be elected under the same rules as the Assembly. Prominent candidates were either sponsored by political parties or by the Teachers Union. Citizens who were not actively sponsored by either were forced to seek other group support.

To be elected, candidates had to spend the entire month of September actively campaigning. Although Japanese laws restrict campaign expenditures severely, large sums were spent on behalf of candidates. Since there were no clear-cut educational issues involved in this original election, candidates simply had to sell themselves to the public through their own record and their affiliation with political and social groups. The Teachers Union made it its goal to elect two members to every prefectural



Meiji Era School Building

Public education came to Japan in the Meiji era which saw Japan's emergence as a modern nation-state. Although the buildings then constructed are by now decrepit wrecks, many of them are still in use, as the picture here shown. Note the shoe racks next to the staircase; even in the oldest schools, children take their shoes off and the floors are kept spotlessly clean. The style of this building is typical of the first days of public schooling in Japan.

board and to assure the election of at least one other sympathetic member. These teachers usually divided the territory of their prefecture and campaigned actively, using fellow teachers to make their names known to the people, and in some cases not even shying away from making use of the school children. How successful they were can be seen from the breakdown by profession of successful candidates: teachers, 98; businessmen, 49; public officials, 33; farmers, 25; doctors, 16; workers, 15; organization officials, 11; priests, 10; artists and writers, 6; lawyers, 3; housewife, 1; unknown, 29; total, 296. This meant that the plan of the Japan Teachers Union to control one third of all board seats was totally successful. In addition to those who listed themselves as teachers, many of the board members falling into other categories are former teachers or education officials.

#### The Successful Campaign Arguments

The campaign was not only intended to bring a high percentage of voters to the polls, but it also served as a means of making known to the people at large the meaning and the purpose of the law. The posters here reproduced show the three main issues which American education officers in the prefectures stressed:

"The board represents the people; it should represent a cross section of the public. No political or special interests should be represented on the board.

"The board of education replaces the autocratic system by a democratic type of governing body where problems can be freely discussed and can be solved in accordance with local conditions.

"The board of education makes policy—the superintendent and his staff operate the schools."

Not only through such posters, but through all available media of information was the idea of the board brought to the Japanese voters.

The law itself, however, made it somewhat difficult to put some of these points across: it

gave the superintendent no definite position and left his role entirely to the board; it provided for payments for board members which would be limited only by the generosity of the prefectural assembly; and it made it possible for teachers to be candidates. The Teachers Union and the political parties which would later seek its support therefore promoted the following type of campaign: "Teachers are really the persons best qualified to serve as members of the board because they are the only people well trained in matters of education; the law allows them to be candidates; the law allows them to be paid remuneration." To the average Japanese, the reasoning of the Union was in a much more familiar strain and by many people the board is now thought to be, in the words of the Japanese translated literally into English, "Educational Governors."

#### Are Boards Representative of People?

The boards of education once elected were immediately subjected to considerable pressure from American education officers, who hold powers of "surveillance, encouragement, and assistance" only, to desist from asking for remuneration beyond their actual expenditures of time and money. In most areas, however, the feeling persists that the position of a board member resembles that of an assembly member and that pay and allowances should be equal.

There is in some prefectures a definite feeling that the type of board elected does in no way represent the people, but is the beginning of a separate educational bureaucracy. It is much too early to tell if a majority of boards will be sensitive to the expressed opinions of their constituencies. It is almost certain that most boards will be favorably dis-



Co-education Is a Novelty

Until the end of 1945, the education of children in the intermediate grades of the elementary school and in all secondary and higher schools was strictly separate for the sexes. Boys were trained to be good soldiers, girls were trained in the skills of home-making. Co-education is now practiced to the ninth grade at least, and even in some high schools, but often it is such in name only. Almost everywhere, girls are seated on one side of the room, boys on the other, or they are seated in alternate rows. In high schools, girls are often in separate classes and take a different curriculum.



posed toward demands from the teachers through their organized unions.

The most critical weakness of the present board remains its lack of fiscal power. Under existing legislation, for instance, the board of education cannot increase the number of teachers in elementary and junior high schools, where many classes have more than 60 students, because a portion of all salaries is paid by the national treasury which bases its payments upon an average class size of 50 students. It cannot enact a program entailing increased expenditures for education without submitting its budget to the prefectural assembly which therefore becomes the final judge of what is and what is not to be done in the schools. It has no powers of taxation, cannot transfer, acquire, or sell property, and must submit all requests for local bonds to the assembly. It is expected that at some future time the powers of the board of education will include the domain of educational finance.

### What of the Future?

It is difficult to predict what the future developments of the boards of education in Japan will be. The institution of the board is definitely the transplanting of an American seed to a foreign soil. As long as American influence is strong and guidance from American educators is accepted, it may be hoped that a true representative citizen board can be developed. But there are powerful forces of reaction working against such favorable development.

First of these forces perhaps is the lack of understanding and sympathy which most Japanese have against the basic idea of separating the administration of education from the administration of government-at-large. Most educated Japanese cannot perceive of a government which does not also control the educational policy of the nation. Education has for so long been used as an instrument of govern-



The "First" High School

Under the old Japanese educational system, the intellectual and social elite were trained in schools which differed completely from the common schools. Every prefecture had its "first" high school, the graduates of which had smooth sailing into the higher institutions of learning. These schools, in contrast to most others, are impressive buildings of steel and concrete. Nowadays, the Kofu First High School here pictured is only one of 27 high schools in the 6-3-3 system, but it retains its traditional prestige amongst the people and its principal is still considered the ranking educator in the prefecture.

ment that it is impossible for most Japanese to think of it in terms of a citizen-guided entity. Even now a large percentage of the public, including the educated segments, think of the board of education as a branch of government, an impression which is somewhat justified because of representation of the assembly on the board and the close connection between the board and the local legislature.

The second of these forces is the tendency of the Japanese to federate and centralize their enterprises, and for the central agencies to assume overwhelming powers over their local branches. The powerful Ministry of Education, which in former days ran the entire educational system like a puppet show with full control of all strings, is still fighting a delaying action against the new law, attempting to retain as much power as possible. One of the dangerous aspects of the present setup is that the national treasury will subsidize the prefectures and pay part of the expenses of the new boards of education. There is the ever present desire to exercise some sort of "guiding" spirit over the boards, and it may be assumed that later there will be many prefectural boards which will want to exercise such power over local boards. Only by constant and careful surveillance by Americans are the Japanese at the present time moving along the right track, and only under continued surveillance will they avoid falling back into their traditional pattern of centralization.

We may be sure that this American institution and idea, grown from the needs of education in the United States, will in time develop quite differently in Japan where the entire history of education, the culture, and the people have moved in different patterns from ours. If the spirit of the board takes hold in Japan, if in due time the control of education actually rests in the hands of the people, then American educators may pride themselves on having successfully exported the basic instrument of American education. Only time will tell.



From the Rubble They Have Risen

This is one of the thousands of "temporary" buildings constructed in war-damaged cities where schools were completely destroyed. Quickly and flimsily built up of wood, mud, and bamboo, these schools are showing signs of deterioration after two years of use. But it is a sign of how high education is valued in Japan that these buildings were amongst the first to rise from the ashes.



# Decatur, Alabama, Expands Its Schools

Walter M. Jackson\*

The city board of education of Decatur, Ala., has developed a program of expansion for its schools with which the community is co-operating wholeheartedly. The program has included increased salaries, improved curriculum, broad veterans' training program, improved athletic facilities, and a new building construction program.

In the summer of 1946, a large new industry which anticipated approximately two years to build and get into operation, located in Decatur. It was found that most of the skilled labor needed for this operation would be machinists; and machinists in this area of the South were really in short supply. The city schools had just started a trade school for veterans, which was rapidly expanded in light of the needs of thousands of veterans and of the industrial opportunities opening in the area.

A small air field was being abandoned and was declared surplus about this time. The city board of education applied for the facility to be used as a trade school. A temporary permit was given by the government in January, 1947, and in July of the same year the property was deeded to the Decatur city board of education. From January, 1947, on, 300 to 350 students have been enrolled in some 12 different trades courses. In January, 1949, the school had its largest enrollment and had a waiting list, although several classes have now been graduated.

The Legislature of Alabama proposed two amendments to the state constitution to be voted on by the citizens of the state in November, 1946. One of these was to extend a constitutional one-mill school tax to the city of Decatur. The second increased the tax limit of municipalities within the state. Both measures were voted by the citizens of Alabama.

The city of Decatur called an election in January, 1947, to determine whether or not the citizens of the city would vote the one mill tax for school purposes. They did by a majority of 2 to 1.

The city council then called an election for May, 1947, for the purpose of determining whether or not the citizens would increase the tax rate to the maximum under the second amendment mentioned above, every cent to be earmarked for schools. The vote called for an increase of 7½ mills in the city tax rate. The citizens of Decatur passed this measure at the polls by a vote of approximately 5 to 1. In order to build some much needed buildings, the city board of education asked for a bond issue of \$1,500,000 for school buildings. The city council again called an election for this bond issue. The vote was favorable by a ratio of approximately 8 to 1.

The Decatur Negro High School had been a 12-year school which had outgrown its build-



City Board of Education, Decatur, Alabama  
Seated, left to right: A. A. Jones, president; Dr. Frank L. Chenault, vice-president.  
Standing, left to right: B. L. Spencer; J. E. McClary; Julian Harris;  
Walter M. Jackson, superintendent.

ing. From building commission funds the city board built a new 10 classroom Negro High School, plus the largest gymnasium in Morgan County. These buildings were located on one of the prettiest school sites in the city — overlooking the Wheeler Lake. With this building an expanded program was provided for, and a vocational home-economics department was added to the curriculum. The high school today is accredited by the Alabama State Department of Education and will be in a position of applying for membership in the Southern Association of Colleges and Secondary Schools.

The athletic field in Decatur had long since been outgrown and was proving unsafe for the crowds it had to handle. In September, 1947, the board of education offered for sale to the public 10-year season tickets for \$100 each. About 30 businessmen co-operated with the board and sold 1019 such seats. On September 17, 1948, the Decatur High School football team opened its season against Phillips High School of Birmingham in a steel stadium with 7600 seats, large dressing rooms, public rooms, concession stands, electric score board and clock (a gift of a local firm), complete sound system, press and radio broadcasting booth, and the finest high school playing field in the state.

At the beginning of its expansion program,

the board realized that the crux of the school system was its teaching staff. Salaries were increased from both state and local funds. Today, all teachers receive a check 12 months in the year. Fifty dollars is paid toward the summer school expenses of any teacher who does a quarter's work in the summer. The best summary of the salary situation will be a comparison of two budget figures. The budget figure for "total instruction" for the year 1944-45 was \$120,875; for the school year 1948-49, the same figure is \$305,000.

At present, the city board of education of Decatur is at work on the plans for a new six-year high school and for a new west town elementary school. The proceeds of the recently voted bond issue will be used to build and equip these buildings. Bids are likely to be called for in May, 1949.

These new buildings will provide a better educational opportunity for the school children of the small city of Decatur, Ala.

## Way Out

One sister is just crazy about school. The other and younger one is, to put it mildly, considerably less enthusiastic.

The other day the older sister suggested "Let's play school."

"All right," replied the younger one, grudgingly, "but let's play I'm absent." — *Cleveland Plain Dealer*.

\*Superintendent of Schools, Decatur, Ala.

# Statutory Provisions Concerning the City School Superintendency

B. J. Chandler\*

The growth of cities, the increasing emphasis upon the scientific movement in education, the development of professional training for administrators, and the ever growing complexity of school administration have been motivating factors in the trend in public education toward the delegation of the executive activity to professional personnel. The responsibility of the city superintendent of schools for the general direction of the instructional program and complementary activities has increased rapidly; but it is generally held that the efficient discharge of this responsibility can be facilitated by proper legislative enactments.

This study is limited to the legal provisions for city school systems as found in the most recent available school codes of the various states. No attention has been given to cities with special charters or to those operating under special legislation. Since Florida, Maryland, and West Virginia have the county-unit systems, they are not studied extensively in this investigation. Louisiana is similarly treated because her parish system is equivalent to the county unit.

Examination of school laws of the various states emphasizes the fact that legal enactments usually lag behind actual practices. This is especially true in regard to statutes dealing with administrative matters. Sahm points out that:

Lawmakers have as a general rule pursued a policy of *laissez faire* in school matters. This is true in particular with reference to the superintendent and his staff. Because of the dynamic nature of educational procedures, the need for readiness for new tasks, administrative powers can be set forth only generally by statutory law...<sup>1</sup>

Although many of the powers and duties of the city superintendent are extrastatutory nearly everywhere, yet numerous laws are in force throughout the various states which specifically delegate, permit, or deny powers to him. These powers and duties can be classified as initiatory, advisory, and independent. The statutes also list certain prohibitions. These matters are discussed here in the order named.

## I. Initiatory Powers

This classification includes functions over which the local board of education has no control until the superintendent makes

a recommendation. The apparent purpose of legislation of this kind is to prevent action by an overzealous board. Morrison expresses this idea in the following words: "There is a growing tendency to safeguard the superintendent's position by expressly stating in the law a denial of the board's right to initiate."<sup>2</sup>

Approximately 18 functions are enumerated in the laws of the various states over which the board of education has no initiatory powers. The responsibility of initiative is vested in the city superintendent. Perhaps the most significant of these powers is the one relating to the appointment or election of teachers. In 17 states the city superintendent is charged with the duty of recommending teachers to the local board. Statutes providing for the employment of teachers vary from the simple, short, and concise statement in the New Hampshire Code to the long and detailed provision found in the Kentucky laws. The New Hampshire provision is a single sentence which states: "Superintendents shall nominate, and school boards elect, all teachers employed in the schools in their union."<sup>3</sup>

In Kentucky the superintendent recommends and the board of education appoints teachers, and provision is made for the settlement of disagreements should such arise. The statute provides the superintendent with initiatory power as stated in the following paragraph.

... All appointments, promotions and transfers of principals, supervisors, teachers and other public school employees shall be made only upon the recommendation of the superintendent of schools, subject to the approval of the board. If the board of education cannot agree with the superintendent as to any legally qualified person recommended by the superintendent, the board of education may appeal to the state board of education to review the case and the decision of the state board of education shall be final...<sup>4</sup>

The initiatory power of the superintendent concerning the dismissal of teachers furnishes a sharp contrast to his power regarding their employment. This usual complementary power of dismissal accompanies the power of recommendation for employment in only 7 of the 18 states where the superintendent has the initiatory power of employment.

The duties and states in which the superintendent has initiatory powers are listed in Table I.

## II. Advisory Powers

In the exercise of some functions the city superintendent is either required or permitted by statutory enactments to advise the board of education. This type of provision is not so common today as it was 25 years ago.

Statutes conveying advisory power to the superintendent are of two types; first, those which make the board of education the initiator in the utilization of the advice of the superintendent; second, those which are composed of provisions which definitely specify that the superintendent shall advise the board concerning certain functions. The first type is illustrated by the Rhode Island provision which states: "He shall give the school committee such assistance as it may direct in keeping records and accounts and in making such reports as are required by law..."<sup>5</sup>

A Pennsylvania statute is representative of the second type. It concerns the preparation of courses of study and reads:

The board of school directors in every school district of this Commonwealth, with the advice, assistance and approval of the proper superintendent of schools, shall arrange a course or courses of study adapted to the age, development and needs of the pupils...<sup>6</sup>

The most common statute delegating advisory powers to the superintendent applies to all functions over which the board has control. This provision is found in 11 school codes. The Alabama statute, which is typical, provides that the superintendent shall: "Attend all meetings of the board and of its committees. He shall have the right to advise on any motion under consideration but shall have no vote..."<sup>7</sup>

The nine major areas in which the superintendent has advisory powers are listed in Table II.

## III. Independent Powers

The term "independent powers" is used to describe those powers and duties which are delegated by the laws of the various states to the city superintendent. It is not interpreted as meaning that the superintendent is not accountable to any authority for the performance of these functions. In most cases he is responsible to a state authority.

There are 25 functions delegated to the superintendent by the laws of the various states over which the local board has little or no control. The most common of these

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<sup>1</sup>E. A. Sahm, *An Investigation of the Sources of Power and Legal Responsibility of the Superintendent in the Independent School Districts in Texas*, Doctor's Dissertation, University of Texas, 1945, p. 74.

<sup>2</sup>J. C. Morrison, *The Legal Status of the City School Superintendent*, Warwick and York, Inc., 1922, p. 51.

<sup>3</sup>New Hampshire School Laws, p. 26, Chap. 135, Sec. 39.

<sup>4</sup>Kentucky Common School Laws, p. 213, Chap. VII, Sec. 160.380.

<sup>5</sup>Laws of Rhode Island Relating to Education, p. 18, Chap. 70, Sec. 10.

<sup>6</sup>School Laws of Pennsylvania, p. 201, Art. XVI, Sec. 1608.

<sup>7</sup>School Code of Alabama, p. 72, Sec. 155.



TABLE I. Duties and States in which the Superintendent Has Initiatory Powers

| Duty                                      | States  |
|---|---|
| Assistant superintendents, employment of  | Alabama, Illinois, Indiana, Kentucky, New Jersey, New York, Pennsylvania, and Rhode Island  |
| Attendance officers, employment of        | Alabama   |
| Budget, preparation of                    | California, Illinois, Kentucky, and Virginia  |
| Building plans, preparation of            | Alabama and Illinois  |
| Clerks and custodians, employment of      | Alabama, Illinois, Indiana, Kentucky, Missouri, New Jersey, New York, New Mexico, North Carolina, North Dakota, and Rhode Island  |
| Courses of study, preparation of          | Alabama, Illinois, Kentucky, Massachusetts, Michigan, Missouri, New York, North Dakota, Rhode Island, and Washington  |
| Educational policies, formulation of      | Alabama and Kentucky  |
| Institutes, holding of                    | California and Delaware   |
| Library books, selection of               | Montana   |
| Principals, employment of                 | Alabama, Illinois, Indiana, Kentucky, New York, North Carolina, and Rhode Island  |
| Principals and supervisors, suspension of | Alabama, New Jersey, and New York   |
| Pupils, suspension or dismissal of        | Vermont   |
| Schools, grading and standardizing of     | Alabama, Kentucky, Michigan, Minnesota, North Dakota, Ohio, and Pennsylvania  |
| Teachers, employment of                   | Alabama, Connecticut, Illinois, Indiana, Kentucky, Maine, Massachusetts, Michigan, Minnesota, Missouri, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oregon, and Rhode Island |
| Teachers, suspension of                   | Alabama, Michigan, New Jersey, New York, and Ohio   |
| Teachers, dismissal of                    | Alabama, Colorado, Indiana, Kentucky, Minnesota, North Carolina, and Oregon   |
| Textbooks, selection of                   | Illinois, Indiana, Kentucky, Maine, Massachusetts, Michigan, Missouri, New York, North Dakota, and Rhode Island   |
| Textbooks, provide for indigent pupils    | Washington  |

TABLE II. Duties and States in which the Superintendent Has Advisory Powers

| Duty                                    | States   |
|---|--|
| Building plans, preparation of          | Maine  |
| Courses of study, preparation of        | Pa. and Wis.   |
| Instructional policies                  | R. I. and Vt.  |
| Medical examinations, provision for     | N. D. and R. I.  |
| Professional adviser in all matters     | Ala., Conn., Del., Ill., Ind., Ky., Mich., Mont., N. Y., Ohio, and Pa. |
| Reports to county and state authorities | Ill., Ky., Mass., and R. I.  |
| Schools, supervision in general         | Ala., Ky., N. D., R. I., and Wis.                                      |
| Teachers, employment of                 | Okla., and Wis.  |
| Textbooks, selection of                 | Iowa   |

TABLE III. Duties and States in which the Superintendent Has Independent Powers

| Duty  | States  |
|---|---|
| Attendance officers, direct work of                 | Kentucky, Nebraska, and Washington  |
| Attendance laws, enforcement of                     | Alabama, Colorado, Delaware, Illinois, Minnesota, Nebraska, New York, North Carolina, North Dakota, and Oregon  |
| Board meetings, call when necessary                 | California  |
| Census, taking of continuing                        | Delaware, New York, and Alabama   |
| Contracts, approval of                              | Alabama   |
| Courses of study, approval of                       | Montana and Wyoming   |
| Cumulative record form, maintain one for each pupil | Missouri  |
| Educational policies of state, enforcement of       | Alabama, Kentucky, and Michigan   |
| Employment certificates, issuance of                | Arkansas, Colorado, Iowa, Kansas, Massachusetts, Minnesota, Nebraska, New Jersey, New Hampshire, New Mexico, North Dakota, Ohio, Pennsylvania, Tennessee, and Washington                  |
| Fire drill regulations, preparation                 | North Dakota  |
| Institutes, holding of                              | Alabama, Delaware, and Washington   |
| Medical examination of employees, may require       | New York  |
| Oaths, may administer                               | Alabama, California, Colorado, Kentucky, and Nevada   |
| Parole child committed to parental school           | California  |
| Personnel, assign and transfer                      | Alabama and Kentucky  |
| Pupils, examination of sight and hearing            | Connecticut, Rhode Island, and Vermont  |
| Pupils, exclude on account of filth or disease      | Maine   |
| Pupils, excuse absences                             | Massachusetts and Vermont   |
| Pupils, grade and classify                          | North Dakota and Pennsylvania   |
| Reports to county authority                         | Alabama, Arkansas, California, Minnesota, Mississippi, Tennessee, Texas, and Washington   |
| Reports to state authority                          | Connecticut, Iowa, Kentucky, Massachusetts, Minnesota, New Hampshire, New Jersey, New Mexico, Ohio, Pennsylvania, Rhode Island, South Dakota, Tennessee, Vermont, Virginia, and Wisconsin |
| Reports to public                                   | Alabama, Connecticut, and Maine   |
| Teachers, dismissal of                              | New Hampshire   |
| Teachers, examination and certification of          | Delaware, North Carolina, and Washington  |
| Teachers, record certificates of                    | Oklahoma, Michigan, and Minnesota   |

deals with pupil attendance. In 10 states the superintendent is charged with the responsibility of enforcing compulsory attendance laws, in three states he directs the work of attendance officers, and in 15 he issues employment certificates.

Report making by the superintendent to county and state officials and to the public is provided for in a total of 27 states. He reports directly to a state authority in 16 states, to a county authority in 8, and to the public in 3 states. The nature and content of such reports depend upon the individual statutes. The type most often encountered is the general report, which is usually made annually.

Included in required reports by the superintendent to a state authority are such items as the average daily attendance in New Mexico and Ohio; any violation of

state education laws by the local board, in New Hampshire; children who are three or more years retarded, in South Dakota; the number, location, and hours of session of schools, in Rhode Island; and financial reports, in Massachusetts and Virginia.

The county superintendent receives reports from the city superintendent in eight states. In Alabama the required report contains census data. All reports required by the state board of education in Arkansas are made through the county superintendent. In two states, Minnesota and Texas, the city superintendent prepares, and submits to the county superintendent, a list of all children of scholastic age belonging in the district and the names of children who have failed to enroll. Average daily attendance is the subject of the report in Tennessee.



Table III contains a list of the duties and the states in which the superintendent has little or no legal responsibility to the local board of education.

#### IV. Prohibitions

In a few states the legislators have apparently felt a need for specifically prohibiting the city superintendent from doing certain things. For example, statutes in Kentucky, Minnesota, Ohio, Pennsylvania, Rhode Island, and Washington prohibit the superintendent from acting as sales agent for textbooks, supplies, or equipment for the school system. In Illinois, Massachusetts, and Pennsylvania it is a violation of law to seek information concerning the religious or political affiliations of any applicant for a position in the public schools. The superintendent is prohibited by statutes in Montana, Pennsylvania, and Virginia from engaging in any work or activity which the board may consider to be in conflict with his official duties. The school codes of Massachusetts and Washington contain provisions which make it unlawful for a superintendent to receive any fee, commission, compensation, or reward for obtaining for any person employment in the public schools. In Kentucky the superintendent must not recommend any expenditure which exceeds the income and revenue of the district for that year. A Texas law provides a fine for any superintendent or school trustee who is guilty of approving a teacher's contract or salary voucher before such teacher presents a valid certificate.

#### In Summary

The following findings result from the analyses of statutes found in the school codes of the various states.

1. Provisions, mostly permissive, for the appointment or election of a city superintendent of schools are found in the school laws of all the states except Florida, Louisiana, Maryland, and West Virginia. This is exclusive of cities operating under special charters or local laws.

2. In 43 states the city board of education or an equivalent body is empowered to appoint or elect a city superintendent of schools, subject to state law and the rules and regulations of the state board of education or the state superintendent of public instruction.

3. The most common statute relating to the length of contract of the superintendent provides for an indefinite or unspecified term. A few states provide for a continuing contract.

4. The salary of the city superintendent is usually determined by the employing authority. A minimum is set by law in a few states, and in some cases the state pays a specified portion of the salary of the superintendent.

5. In nearly all the states the employing authority is empowered to discharge the superintendent for cause.

6. A state administrative certificate is the most common qualification required of the superintendent.

7. The responsibility for certifying the superintendent is vested in the chief state education authority.

8. The superintendent is responsible to the state authority in the performance of duties which are state wide in their scope.

9. Statutory enactments usually lag behind actual practices. This is especially true with reference to administrative practices.

10. The superintendent's statutory powers and duties are of three principal types; namely, initiatory, advisory, and independent. The independent functions have shown a steady growth both in number and significance since the inception to the office of city superintendent of schools, and especially during the past 30 years.

11. The superintendent has approximately 18 duties as specified in statutes which can be classified as initiatory. Duties concerned with teacher employment are the most common.

#### THE SCHOOL BOARD'S PLACE

The Dearborn, Mich., *Staff Newsletter*, edited by Supt. James A. Lewis, suggests the following clear definition of the place of the school board member in the total administrative setup:

The board member should through his agency, the board of education, serve as a legislator, an interpreter, and as a community leader. He is the natural intermediary between school and community. He should specialize in sympathetic understanding of the profession and its problems on the one hand, and of the public and its needs on the other. Interferences with the administrative function should be carefully avoided as dangerous to the efficiency of the school and upsetting to human relationships.

12. The most prevalent statement of the advisory functions of the superintendent as provided by statutes is advising the local board in all matters.

13. Independent powers and duties of the superintendent as enumerated in the school laws of the various states cover approximately 25 functions.

14. In addition to conveying powers and duties to the superintendent, state legislatures have specifically prohibited him from engaging in certain activities.

The ever growing complexity of public school administration and the increasing responsibility of the city superintendent for the general direction of the instructional program and complementary activities have been accompanied by an expanding statutory framework within each state. Administrative policies and procedures of the city schools systems are profoundly affected by the philosophy prevailing in the state legislatures.

#### WISCONSIN PLANS SCHOOL IMPROVEMENTS

Some 25 legislative bills, affecting almost every major aspect of rural education and administration have been introduced in the Wisconsin state legislature, at the request of the Wisconsin Commission on the Improvement of Education. The Commission which has been at work during the past two years, has made a report which makes education the main problem of the 1949 session. In briefest outline the Commission has requested:

1. The temporary county school committees which have full authority to order the reorganization of school districts should be continued for two years in order that a well-considered master plan of districts may be assured.

2. All of the area of the state should be placed within a school district and each district should have at least one high school.

3. The state constitution should be amended to require the appointment of a state board of education entrusted with the general direction of the entire state school system and authorized to appoint a professional educator as state superintendent or commissioner of education.

4. The present county committees should be given permanent status as boards of education with policy-making authority and empowered to elect county superintendents. Ultimately the reorganization of the rural areas into self-sufficient administrative and attendance districts, with adequate supervisory and administrative staffs, will make the county boards unnecessary, in the opinion of the Commission.

5. The school districts are to be designated as (1) "class A," (2) state approved, and (3) nonintegrated.

Class A districts are to be those which operate (1) a high school and elementary school, (2) employ teachers of whom at least 75 per cent have four years' professional training; (3) offer courses in industrial arts, music, agriculture, physical education, etc.; (4) have an adequate tax basis.

Integrated districts are to be those which have at least a three-year high school employing five or more teachers, an elementary school, and offer some special subjects.

Nonintegrated districts are to be those which offer a minimum acceptable program. They are to be given a minimum of state aid or no aid as an inducement to improve.

The commission recommends county school aid through a 2½-mill levy, extension of state aid, improvement in the school plants, a state-aided transportation system, and other improvements.

## County Tuition Plan in South Dakota

W. W. Ludeman\*

All states provide some way to pay the tuition of nonresident high school students. Midwest states have a wider need for an adequate system to handle tuition payments equitably because of the large number of boys and girls from rural areas where local districts have no high school facilities. In some of the states the local rural district pays the tuition to any high school the student wishes to attend. In other states a state fund is established from which tuition in part or in full is paid to the high school that furnishes the instruction. There are also some states that provide not only that tuition is furnished but also have a plan to take care of transportation of the nonresident student.

### The County Tuition Plan

South Dakota is now using the county tuition plan. For many years the state used the district system, then for a few years the state provided for payment of one half of the tuition bill. The county plan has been in operation for the past two years.

Briefly the county tuition plan in South Dakota provides: (1) A county tuition fund is derived from property tax on all farm property of the districts not maintaining a four-year high school. (2) Children in districts not maintaining a high school are certified to the county superintendent for the payment of tuition from the county fund. (3) On the basis of the potential number of tuition pupils the budget is set and tax levy fixed. (4) Tuition payments are made to high schools on basis of actual cost but not to exceed \$20 per month per pupil.

### Sampling of Plan in Action

Here are some sample counties to show how the plan is working in South Dakota:

| County  | Tuition Budget | Tax-levy for tuition — mills | Av. ass'd val. of land per acre | Cost of tuition per 160 acres | No. tuition students |
|---------|----------------|------------------------------|---------------------------------|-------------------------------|----------------------|
| Meade   | \$41,000       | 3.22                         | \$ 4.03                         | \$ 2.06                       | 148                  |
| Brown   | 93,744         | 4.16                         | 16.28                           | 10.75                         | 280                  |
| Lake    | 40,000         | 3.38                         | 38.97                           | 21.07                         | 173                  |
| Davison | 36,000         | 3.82                         | 22.92                           | 14.00                         | 157                  |
| Potter  | 19,800         | 2.60                         | 9.25                            | 3.84                          | 124                  |

The cost for tuition per quarter section varies from \$1.61 in Stanley County to \$29.41 in Clay County. This variation is due to differences in land values, but it must be remembered that while a farmer in Clay County may have one quarter sec-

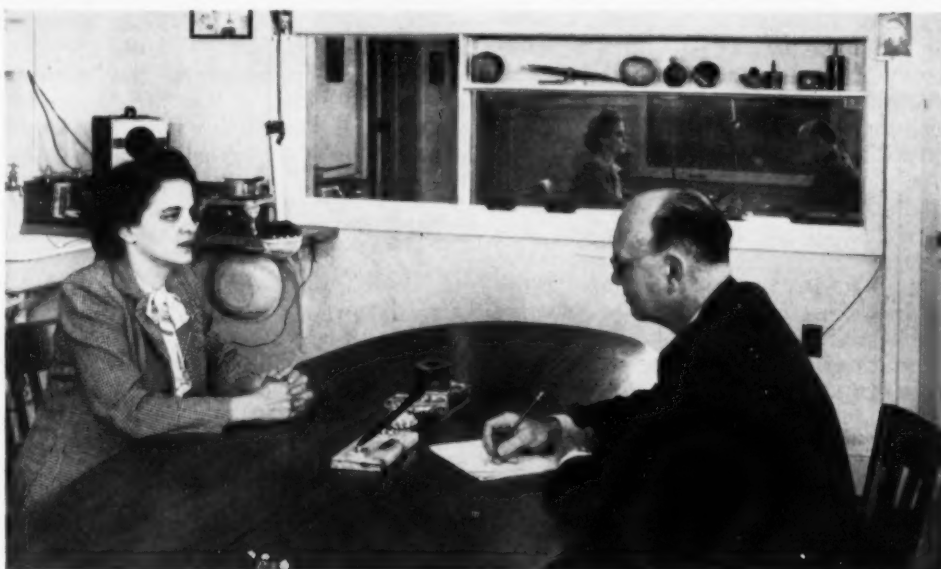
tion, the farmer in Stanley County may operate several full sections.

The general comments on the tuition plan from counties of the state are highly favorable. A few school districts object to a tax for the county fund when they don't have any tuition students, but they realize that in other years they will have high school pupils when other districts don't have any.

### Arguments for County Plan

The county tuition plan has a number of sound arguments including the following:

1. The plan equalizes the burden for tuition payment by use of the wider area of support.
2. All farm property helps assume responsibility for the tuition bill.
3. It stimulates high school attendance because no pupils stay out of school on the grounds that the burden would be too much for a local district.
4. This is the democratic way — all carrying full share.
5. Because all property bears burden, the load is lightened for everyone.



### THE OBSERVATION OF SPEECH WORK

The speech clinic of the University of Wisconsin has introduced a transparent mirror between its speech interviewing room and the student observation room. The Libbey-Owens-Ford transparent mirror has a chrome alloy coating applied to one surface of the glass by means of thermal evaporation. This coating is thin enough to be transparent under certain lighting conditions and thick enough to appear as a mirror from the well-lighted side.

The mirror is used in the speech clinic to permit students to view interviews. They hear what is being said by means of a sound amplification system, arranged with a mike immediately above the interviewing table and a reproducer in the observation room. The arrangement makes it possible to watch the interview without being seen so that children being interviewed or instructed are not disturbed by the observers.

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# School District and Municipal Boundaries

E. C. Bolmeier\*

The state laws vary considerably with respect to fixing boundaries of city school districts. Consequently there is lack of uniformity as to whether or not the boundaries of the city proper and the school city coincide. Of the 191 cities with populations exceeding 50,000, a total of 121 have boundaries which are coextensive with the city school district or districts; whereas in 70 cities the boundaries of the school district are not coextensive with those of the city.

### Effect of Population on Boundaries

As shown in Table I, identical boundaries for civil cities and school cities are most common in the largest cities. Eleven, or 85 per cent, of the 13 cities with populations exceeding a half million have their

TABLE I. Number and Per Cent of Cities in Different Population Groups Where Boundaries Do or Do Not Coincide With Those of the City School District

| Population group       | Boundaries coincide |                    | Boundaries do not coincide |                    |
|------------------------|---------------------|--------------------|----------------------------|--------------------|
|                        | Number of cities    | Per cent of cities | Number of cities           | Per cent of cities |
| Over 500,000           | 11                  | 85.0               | 2                          | 15.0               |
| 200,000-500,000        | 17                  | 60.7               | 11                         | 39.3               |
| 100,000-200,000        | 36                  | 69.2               | 16                         | 30.8               |
| 50,000-100,000         | 56                  | 57.1               | 42                         | 42.9               |
| All cities over 50,000 | 120                 | 62.8               | 71                         | 37.2               |

boundaries coterminous with those of the school district. In the group of cities with populations between 50,000 and 100,000, only 57 per cent of the cities have boundaries which are coextensive with those of the school city. By omitting the very largest cities, however, there appears to be no marked difference between other population groups. That the boundaries of school districts in the largest cities are generally coterminous with those of the city may be partially due to the fact that lawmakers consider the area and population of a large city large enough for administrative effectiveness.

### Variations in Boundary Arrangements

Some cities, as illustrated by San Francisco and Denver, have their boundaries identical not only with the school districts but also with the counties.

An unusual arrangement is that of Waterbury, Conn., where Center School

District and six other independent school districts comprise the area of the entire city. In describing the situation, the Waterbury Charter Commission says:

It (the Department of Education) has charge of the conduct of the city's schools except those of the independent school districts within the city, which are administered by the governments of separate taxation districts, though in the past the Department of Education, apparently without any authority or function over outside districts, has paid a considerable portion of their expenses and has supervised their activities. . . . Each of these school districts forms a separate municipal entity for the administration of the schools within its borders, though other municipal functions in the same territory are exercised by the municipal administration of Waterbury. Each school has its separate elected Committeeman, Clerk, Collector, and Treasurer.<sup>1</sup>

In some cities, district boundaries bear some relation to ward boundaries. In general, however, such districts do not represent separate corporate entities but are defined for the purpose of ward or district representation on the board of education. Thus, in Charleston, S. C., there are six school districts, each district comprising 2 of the 12 wards, and represented by one school commissioner on the city board of education.<sup>2</sup>

The county is the unit of school administration in Florida. Special tax districts, however, may be established within the county districts. That fact does not necessitate identical boundaries for the city and the special tax district, as exemplified by Miami where the boundaries of the city cut through four different school districts.

Where city school districts are not coterminous with the city limits, the school district usually includes all the city with attached territory. That, however, is not always true. Part of the city of Beaumont, Tex., is in two other independent school districts, while the Beaumont Independent School District lies partly outside the city limits. Similarly, part of the municipality of Kansas City, Mo., lies outside the city school district while part of the school district is outside the city limits.

In some states, notably Illinois and California, the boundaries of elementary and high school districts frequently overlap. Thus in Oakland the boundaries of the elementary school district are coextensive with those of the city while the high school district boundaries extend beyond those of the elementary district and the city. Likewise high school districts and junior-college districts may have different boundaries.

However, they have separate identities even if the boundaries are identical. This was evidenced in a recent case where a teacher sought tenure credit in the junior college for two years of service while it was operated by a high school district. The separate legal entity was explained in these words:

It is true that the Los Angeles City High School District and the Los Angeles Junior College District are coterminous and governed by boards with identical membership . . . but the fact that separate districts are authorized under these circumstances is evidence of the intention of the legislature that each should exist and function as a separate entity.<sup>3</sup>

### Legislative Control Over School Boundaries

As long as state legislatures act within constitutional limitations they have supreme power to create, change, or abolish school districts. Consequently, there are various statutes determining boundaries of city school districts. In Pennsylvania the law leaves no doubt as to how much territory the city school district shall embrace. "Each city, incorporated town, borough, or township in this Commonwealth, now existing or hereafter created, shall constitute a separate school district. . . ." <sup>4</sup> Consequently, all 15 of the Pennsylvania cities included in this study have identical boundaries for cities and school districts.

Some state legislatures are less specific in limiting the boundaries of a city school district. For example, in Ohio "each city, together with the territory attached to it for school purposes, and excluding the territory within its corporate limits detached for school purposes, shall constitute a city school district."<sup>5</sup> Unlike the cities of Pennsylvania, none of the Ohio cities with populations over 50,000 have boundaries identical with those of the city school districts.

There is considerable variation among state laws with respect to the manner by which school-district boundaries are extended following the expansion of municipal area. In some instances the additional area taken into the municipality automatically becomes a part of the school district so that the boundaries of the civil city and the school city continue to be identical. In other instances the approval of a majority vote of the electors in the proposed larger school district is required.

The statutes of Mississippi illustrate the automatic extension of school district

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<sup>1</sup>Report of the Waterbury Charter Commission, 1930, pp. 507-508.

<sup>2</sup>Code of Laws of South Carolina, 1932, Vol. II, sec. 5436.

<sup>3</sup>Smith v. Board of Education of Los Angeles City Junior College District et al. (Cal. App.) 173 P. 2d 856 (1946).

<sup>4</sup>School Laws of Pennsylvania, 1933, Art. 1, sec. 101.

<sup>5</sup>Baldwin's 1934 Code of Ohio, sec. 4680.



boundaries to coincide with the boundaries of an expanded municipality:

Where the limits and boundaries of any city, town or village, which constitutes a separate school district, or a part thereof, have been, or may hereafter be extended as now provided by law, so as to include therein the whole or any part of any adjacent rural separate school district or any adjacent existing consolidated school district, such rural separate school district or consolidated school district, or such parts thereof as are incorporated within the municipal limits by reason of such extension, shall thereby be automatically merged with and become a part of such municipal separate school district.<sup>4</sup>

Whereas the laws of Mississippi provide for the automatic extension of school district boundaries to include all newly added territory of an expanded municipality, it is possible that the municipal boundaries could be so determined that the resulting city school-district boundaries would not only include those of the proposed municipal area but additional territory as well.

According to the Mississippi State Laws:

in all cases where the corporate limits of any municipality shall be so extended as to include the school building or buildings of any rural separate school district or consolidated school district, the whole of said rural separate district or consolidated school district shall be automatically added to and become a part of the municipal separate school district or the municipal school system.<sup>5</sup>

As this article is being written the city of Jackson is in the process of having its boundaries extended to include the Liberty Grove School plant, but to exclude other area which the Liberty Grove School now serves. In the event the present plans are approved the Jackson Separate School District will embrace considerably more territory than will the city of Jackson. Heretofore the boundaries of the city and the school district have been coterminous.

Statutes providing for the automatic extension of city school-district boundaries to coincide with extended boundaries of a municipality are in the minority. The more common statutory provision requires the approval of the electorate comprising the area proposed for annexation. The statutes of North Carolina are illustrative:

The boundaries of a district situated entirely within the corporate limits of a city or town, but not coterminous with such city or town, may be enlarged so as to make the district coterminous with such city or town. . . . The governing body of such city or town may at any time, upon petition of the board of education or other governing body of such district, or upon its own initiative if the governing body of the city or town is also the governing body of the district, submit the question of enlarging the district as aforesaid to the qualified voters of such new territory proposed to be added to such district at any general or municipal election or at a special election called for said purpose.<sup>6</sup>

An actual case is now pending which illustrates the operation of the North Caro-

lina law. The city of Sanford was recently enlarged so as to include the town of Jonesboro and other additional territory. The first referendum proceedings of several months ago failed in an attempt to consolidate the school area into a single school district coterminous with that of the enlarged city of Sanford. So until the voters approve the consolidation at a later election or until the state exercises its prerogative in some other manner, the school district of Sanford and the city of Sanford will not be coterminous.

### Judicial Interpretation of Identical Boundaries

The fact that boundaries of a school district have often been superimposed upon those of a municipality has been the source of much litigation. This is particularly true where city officials have been authorized and required by the legislature to perform certain duties with respect to the establishment and maintenance of public schools, such as the appointment of school-board members and the approval of the school budget. Consequently, the courts have been called upon repeatedly to interpret the intention of the legislatures and to test the constitutionality of statutes.

The courts have been consistent in emphasizing the fact that, where boundaries of the municipality are identical with those of the city school district, there is no cause to believe that in such instances the city officials have any more authority in school matters than where the boundaries are non-identical. A school district is not a municipal corporation; it is a quasi-corporation created by the legislature for the purpose of performing state functions. It is a political subdivision of the state and owes its creation to the general statutes of the state. The municipal corporation, however, is merely a local corporation for performing local functions.

The mere superimposition of school district boundaries upon those of the municipality does not detract from the prerogatives of the school district. The legislature frequently permits or requires identical boundaries merely as a means or basis of designating the district, classifying it, and assigning it certain powers and duties. Nevertheless, a school district with its territorial boundaries coterminous with the boundaries of a city is generally a corporate entity separate and distinct from the city.<sup>7</sup>

In a decision rendered by the Supreme Court of Ohio the separate identity of school districts and municipalities, regardless of similarity in boundaries, was clearly defined in these words:

The Constitution of Ohio . . . authorizes the General Assembly to provide by law for the organization, administration and control of the

public school system of the state supported by public funds. This does not require that the school system of the state shall be organized, administered or controlled along the lines or within the territorial limits of the political subdivisions of the state. These may be used as a convenience in the establishment of school districts throughout the state, or they may be totally disregarded, but whether the lines of the political subdivisions are, or are not, coextensive with the school district, the administration and control of schools is not vested in the officers of that political subdivision but in a board of education for each school district.

Such boards are agencies of the state for the organization, administration and control of the public school system of the state, separate and apart from the usual political and governmental functions of other subdivisions of the state. The fact that certain officers of other subdivisions may be delegated some duties of authority in relation thereto does not change the status or destroy the separate identity of the school district.<sup>8</sup>

The Court's reasoning in such matters is illustrated by excerpts from several cases. In upholding the Milwaukee school authorities in their demand upon the city council for a maximum tax levy for school-plant maintenance, the Wisconsin Court declared:

. . . the legislature has zealously guarded against a merger of school affairs with ordinary municipal affairs. It clearly indicates a legislative understanding that there was nothing in common between school matters and the ordinary municipal affairs, but, on the contrary, they constitute distinct and separate fields. . . . These considerations lead irresistibly to the conclusion that, although the boundaries of a school district may be coterminous with the boundaries of a city, there is no merger of the school-district affairs with the city affairs.<sup>9</sup>

In a relatively recent case decided by the Kentucky Court the question was posed as to whether or not a municipal corporation may appropriate funds to supplement the salaries of teachers in an independent school district whose bounds are coterminous with those of the city. The city of Corbin, by ordinance had appropriated \$500 per month for such purpose. In denying the city the right to appropriate funds for public school purposes, the Court stated that:

the appropriation of money for paying teachers is a function exclusively delegated to school districts as arms of the State government; and even though the district boundary is coterminous with the boundary of a city, it is, in legal contemplation, as distinct therefrom as a district whose boundary does not even border thereon.<sup>10</sup>

In another recent case, where the mayor and council of Wilmington, Del., were denied the exercise of discretion over the school budget, the following point was stressed:

While boundaries of the city of Wilmington special consolidated school district are coextensive with the city limits, the board of education in Wilmington, is a separate corporate entity, for use of which only special funds raised by taxation must be appropriated by the city council.<sup>11</sup>

<sup>4</sup>Cline v. Martin, 94 Ohio St. 420, 115 N.E. 37.

<sup>5</sup>State ex rel. Harbach v. Mayor et al. of City of Milwaukee, 189 Wis. 84, 206 N.W. 210.

<sup>6</sup>Board of Education of City of Corbin v. City of Corbin (Ky.), 192 S.W. 2d 951 (1946).

<sup>7</sup>Mayor and Council of Wilmington v. State ex rel. Du Pont (Del.), 57 A. 2d 70 (1947).

<sup>8</sup>Mississippi Code 1942, Annotated, Chap. V, Title 24, sec. 6428.

<sup>9</sup>Mississippi Code 1942, Annotated, Chap. V, Title 24, sec. 6431.

<sup>10</sup>General Statutes of North Carolina, 1943, Vol. III, sec. 115-197.

<sup>11</sup>Board of Education v. Upham, 357 Ill. 263, 191 N.E. 876; People v. Stewart, 281 Ill. 365, 118 N.E. 55; Speight v. People, 87 Ill. 595; McCurdy v. Board of Education of City of Bloomington, 359 Ill. 188, 194 N.E. 287.

Whereas in some instances the laws do not permit the city to perform public school functions, in other instances the law may require the city to do so in order to facilitate the administration of the city school system by the board of education. For example, the board of education of Louisville made plans for an \$8,000,000 school bond issue. Since the city school district did not have enough leeway within the 2 per cent limitation, it requested the city to assume the obligation of the bonds in accordance with the Kentucky School Code of 1934 which stipulated that, in large cities of the first and second class, bonds for school purposes are explicitly made a charge against the city and not against the coterminous school district. In ruling in favor of the board of education, the Court stated that:

The present Board of Education under the Act became a separate and distinct municipality or political sub-division, as an arm of the state government, to function within and coterminous with the boundary of the city of Louisville; in a sense a wheel within a wheel. Its purpose is to provide proper education facilities, such as buildings, equipment, courses of instruction and teachers, within its boundaries. It is a function exclusively delegated to it; therefore it must of necessity be free within Constitutional limits to exercise that authority.<sup>14</sup>

Litigation occasionally develops over the question as to whether an extension of the city limits also extends the boundaries of the school district. In ruling upon such cases the Court merely attempts to interpret the intentions of the legislature and to determine the constitutionality of the statutes.

Where statutes specify that school district and city boundaries be identical, the extension of one automatically extends the other.<sup>15</sup> When the statute does not provide for school-district boundaries and city boundaries changing simultaneously, the extension of the city limits does not necessarily extend those of the school district. When Kansas City legally extended its limits so as to include the city of Westport, the question arose as to whether the school district of Kansas City was likewise enlarged so as to include the school district of Westport. The court, in holding that the school district was not automatically enlarged, declared: "A school district is not a department of the municipal government like the fire department, police department, or water works whose existence is an incident of the city government. On the contrary, each organized school district is an independent body corporate under the laws of this State."<sup>16</sup> Similarly, the Supreme Court of Michigan held that "a change in the territorial limits of the municipality of the city of Detroit of itself can have no effect upon the school districts within the annexed territory."<sup>17</sup>

<sup>14</sup>*City of Louisville et al. v. Board of Education of Louisville (Ky.)*, 195 S.W. 2d 291 (1946).

<sup>15</sup>*Winona v. School District*, 40 Minn. 13, 41 N.W. 539.

<sup>16</sup>*State v. Henderson*, 145 Mo. 329, 46 S.W. 1076.

<sup>17</sup>*Collins v. City of Detroit*, 195 Mich. 330, 161 N.W. 905.



Board of Trustees, Jackson, Mississippi, Separate School District. Standing, left to right: Jno. C. Batte, president; Dr. W. D. McCain. Seated, left to right: T. M. Hederman, secretary; W. R. Newman, vice-president; R. W. Naef.

### BOARD OF EDUCATION ADJUSTS BROADENED PROGRAM TO ENLARGED SCHOOL AREA

With the appointment of Dr. W. D. McCain, archivist for the state of Mississippi, for a five-year term as a member of the board of trustees of the Jackson Separate School District (Jackson, Miss.), the board elected its officers for 1949 at its first meeting of the year. John C. Batte, senior member of the board, was re-elected president; W. R. Newman was nominated vice-president and in this position succeeded B. B. McClendon, whose term expired December 31, 1948, and who had served as a member of the board since June 28, 1933; T. M. Hederman was re-elected secretary.

#### Bond Issue for New Buildings

The board of trustees has recently completed studies of Jackson and suburban communities and contingent upon the enlargement of the school district, announcement has been made by the board of its plans to submit for the approval of the citizens of the enlarged school district a proposed bond issue of approximately \$4,750,000 for new buildings and sites.

The present school district has an enrollment in its schools of 11,000 pupils in an area of approximately 16 square miles. The proposed enlarged district will contain approx-

imately 60 square miles and will have an enrollment of approximately 13,000, and a total population of nearly 110,000.

#### EXTEND GUIDANCE DEPARTMENT

In Hempstead, N. Y., an important accomplishment this year has been the extension of the guidance department on the high school level. Previous to this year, the guidance staff consisted of a registrar, a part-time director, and 11 teachers for a total of 2000 students. Beginning with September, 1949, the staff has been increased to a full-time director, two full-time counselors, a registrar, and 11 teachers. Frank Pill, director of guidance services for the senior high school, also acts as co-ordinator between the high and elementary schools. It is planned that eventually Mr. Pill will become personnel director for the entire system, giving his time to the entire schools. The guidance department has a psychologist who also serves the elementary schools.

#### HOLD ADULT-EDUCATION CONCERT AND EXHIBIT

During the past four years, the public schools of Ballston Spa, New York, have conducted an adult-education program in the school auditorium, library, and foyer. Classes and activities have been organized for woodworking, upholstering, sewing, music, ceramics, painting, commercial subjects, and academic work.

To give the community an opportunity to see the fine type of work being done, some of the adult groups put on a concert and exhibit, on January 27, in the school auditorium. The adult group gave a concert for 45 minutes, after which the articles on exhibit were examined by the visitors. The exhibit, which included work in painting, ceramics, upholstering, woodworking, and sewing, was in charge of the teachers who were present to answer questions.



# How to Underpay Our Teachers

Lewis Swan\*

Women teachers are getting more pay than men in most American schools.

Figure it out for yourself. The average schoolma'am is single—and solvent. She not only spends more money on her clothes than the male teacher across the hall, she also outwards her wife by a wide and woeful margin. She saves money too and not only for a rainy day. In normal times her sunny day savings enable her to travel often to far-off romantic places during her long vacation. For the career gal, teaching is a great life for at least three months out of the year.

Her male colleague receives the same pay for the same work in dollars and cents, true—but look what he *doesn't* get out of it. He wears the same suit at least three years, saves no money, works at anything he can get during his "vacation," and travels only in his wistful dreams. The reason, of course, is obvious: the poor guy—and I do mean *poor*—has an ever wanting wife and ever needing offspring. His bank account, if he has one, is chronically in a low three-figure condition at the beginning of each month and in a low one-figure predicament at the end. Every month he and his wife hope, pray, and deny temptation in a pathetic effort to live through that last long week without borrowing or charging. But let relatives descend, guests appear invited or uninvited, sickness set in, their secondhand car break down, food prices go up again, or clothes wear out—let any one of a hundred inevitables of modern living occur, and their brave but unbountiful budget is behind the eight-ball again, as usual. For the male of the species teaching is a good life too—if he stays single all his life.

By long accepted practice most business firms take this difference in demands upon the male and female paycheck into consideration and maintain a higher wage scale for men than for women, even though employees of both sexes often perform the same work. Perhaps if our school boards paid married men teachers more than single teachers, we would have less trouble attracting and keeping good men in the educational profession.

## The Good Example of the Army

One reason for the high morale of our servicemen and women during the recent war was the admirable salary schedule our government put into effect. Consideration for each soldier's varying family obligations was expressed in gratifying terms of dollars and cents. A buck private got board, room, clothes, equipment, medical care, and a

basic wage of \$50 per month. If he had a dependent wife or mother, she was sent \$50 a month too, \$25 of which he contributed. If he had both, he contributed \$5 more, and the government sent \$50 to his wife and \$37.50 to his mother. If he had a child, the government paid him \$20 a month for its support; if he had five kids, he got \$20 for each one of them. And no matter how many promotions he might receive, his allotments remained the same. Servicewomen received similar allowances if eligible.

In other words, our citizens in uniform were paid not only for their contribution toward the war effort, but also for their still-existing commitments on the home front. Our government did not pretend that widowed mothers, wives, and children were not there. Soldiers traditionally find fault with almost everything in their regimented lives, but they did not gripe at the allotment system. It was manifestly, democratically, and economically fair, and servicemen and taxpayers alike universally admitted it.

In contrast, there is no allotment system in widespread use in the American school system today; consequently, for having a wife and children, the average male teacher is penalized with what amounts to a severe cut in salary.

## An Adjusted Schedule

But let us pretend that our school boards were somehow led to compare the standard of living of our single teachers to the standard of existing prevalent among our married educators. Let us further pretend that they should see the light and adopt an allotment-for-dependents salary schedule similar to the War Department's. Using the 1947 average teacher's salary of \$37 a week as a basis, here, roughly, are the monthly earnings American teachers would average:

| Average teacher                                 | Average monthly wage |
|---|----------------------|
| Single woman .....                              | \$163                |
| Single man .....                                | 163                  |
| Single man or woman with dependent parent ..... | 188                  |
| Widow or widower with one child ....            | 183                  |
| Married man .....                               | 188                  |
| Married man with dependent parent ...           | 220.50               |
| Married man with one child .....                | 208                  |
| Married man with two children .....             | 228                  |
| Married man with three children .....           | 248                  |

Notice that such an allotment program would not favor men teachers exclusively. Single men in teaching would receive the same remuneration as single women. And single women teachers supporting depend-

ent parents or brothers and sisters would receive just as much as men in the same situation.

Though teachers are professional people, they are still, unfortunately, public servants on the public pay roll. It may be generations before their salaries are comparable to those in other occupations. In the meantime, if we must, or think we must, continue to underpay them, the least we could do is to underpay them paternalistically, according to what they need and deserve, as Uncle Sam paid our servicemen.

## Relief for the Men Needed

The major reason teachers have not unionized and struck long before this is undoubtedly because women dominate the profession, at least in numbers. Until the war years they earned as much or more than women earned in other fields of endeavor. It is the men in education who have suffered most, as only a few reach the better paid administrative positions; the rest have always been underpaid, in spite of their superior and expensive education, in spite of their sterling qualities as individuals, family men, and citizens—and even in spite of the fact that to them we entrust the responsibilities of molding the minds, hearts, and bodies of our most sacred possessions, our children.

The men who teach make less than men with skilled trades, men who work with expendable things, not irreplaceable sons and daughters. In some instances even unskilled laborers draw higher wages—truck drivers, for one example. It's a sad commentary on our sense of values when a young high school graduate can often, before he is twenty, make more money than his master, who has invested five years and five thousand dollars on higher education. Yes, the high calling of teaching is paid so low that even our youth look down on their instructors.

The past few years seen a nationwide wave of public sympathy for the financial plight of "our teachers." But the solution requires more than sympathy. To raise teachers' salaries we must voluntarily vote to raise property taxes, and neither the softhearted little man nor the hardheaded businessman wants to do that. Not these days—not when income and sales taxes are too high already.

Teachers may have received blanket raises almost everywhere this year, but they are gestures and concessions to an indignant public, not adequate measures for a long-suffering profession. Financial justice

(Concluded on page 91)

\*Parkville, Mo.

# Health Education in a Catskill Mountain School District

*Miss Adele Didricksen\* and Reginald R. Bennett\*\**

The Oldsmobile, a late model with an out-of-state license plate, stopped and the travelers stepped out to admire the view. Standing on one of the smooth viaducts that partially surrounds New York City's Ashokan<sup>1</sup> Reservoir in the Catskill Mountains, they were a thousand miles from home, but probably nowhere had they found finer scenery, for the Ashokan water supply is not only a thing of adequacy but one of surpassing beauty. The misty, splashing aeration basin is rimmed with blue spruces, hemlocks, and tamaracks, while to the north the clear water shines, a silver, liquid plate set in the lap of distant mountains, green or blue or white capped, depending on the season. Plainly, loveliness, peace, and satisfaction reign here for the physical well-being of man.

But what the tourists from the West did not see was one of the small schools in session not far from the Reservoir. The teacher there had a temporary license. She was a kindhearted, industrious person but her rouge was ineptly applied and so were her teaching techniques. Her desk was high with tattered, grimy books and papers. A paper cup was there and a worn handbag and a soiled handkerchief. A half-full milk bottle leered from under her chair. Beneath each pupil's desk was a brown paper bag containing a cold lunch. The aisles were littered and dusty cobwebs were on desk legs. Window shades hung askew and curling maps covered a bulletin board devoid of pictures and posters. Although the weather was warm, stove wood was piled helter-skelter in one corner. An auxiliary oil stove, when used, was a health menace, according to the health inspector's report.

If the reader thinks this description is exaggerated, he errs. Admittedly, it is extreme, but the account is carefully factual. Conditions in these small schools vary from deplorable to good.

In central rural school districts<sup>2</sup> in New York State, however, where the educational milieu invariably is superior to that in common school districts,<sup>3</sup> the sanitary environment and health education are receiving increasing consideration. The purpose of this brief paper is to show what can be done with a health program in a centralized school formed from common school districts that never had a health program.

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\*\*District Superintendent, Fourth Supervisory District of Ulster County, New York.

<sup>1</sup>An Indian Word Meaning "Place of Fish."

<sup>2</sup>A district formed from a number of districts. In New York, 5400 districts have united into 358 "centralizations."

<sup>3</sup>A rural school district, usually having one teacher.

The Ulster County area is beautiful in rural scenes. It has meadows and hills, valleys, and high wooded mountains. From the clearest of cool springs come streams that fill valley reservoirs with pure drinking water for use in Catskill Mountain hamlets and metropolitan New York alike. The streams, incidentally, are well stocked with trout—brook, German brown, and rainbow—and the mountains are abundantly supplied with game.

But these natural resources, no matter how attractive or valuable, have been a stumbling block to the formation of compact, efficient centralized school districts. The topography makes for varied transportation difficulties, but more important still, the topography has fostered small communities, hidden in mountain valleys, where the education of children is isolated with jealous suspicion. Blind chauvinism is prevalent.

After years of endeavor on the part of a small group of interested persons, however, the question of centralization was voted upon last May and carried, 846 to 294; and the new unit, Onteora<sup>4</sup> Central School,<sup>5</sup> began to function as of July 1, 1948.

Prior to centralization, there were 25 common school districts in the mountain valleys, with no high school among them. Five of the common schools were "contracting" districts. Their school buildings were closed and the pupils attended schools outside the supervisory district. Fifteen of the operating units were one-room schools, three had two rooms, and the largest had three rooms. In most cases, the grades were one to eight, inclusive.

Currently, under centralization, the physical setup remains much the same as before, but there have been major improvements in administration, supervision, health programs, and finances.

The 25 former trustees, who worked independently, have been replaced by a board of education of nine members who have a central office in which they hold their business meetings at least once a month. The supervising principal, hired by the board on August 1, 1948, has his office in the same building, as does his secretary and the school nurse. From these offices, the Onteora District with its 400 elementary pupils and 25 teachers is governed. There is limited jurisdiction over the 225 academic pupils who commute to Kingston<sup>6</sup> and five other outside high schools.

While actually no health program was in effect in the former districts, individual trus-

<sup>4</sup>An Indian word meaning "Mountains of the Sky."

<sup>5</sup>Technically, Central District No. 1 of the Towns of Olive, Shandaken, Woodstock, et al.

<sup>6</sup>County seat of Ulster County.

tees gave superficial recognition to Article 19 of the State Education Law which states that medical inspection shall be provided for all pupils; but even this ranged perversely from a case where the physician "inspected" 44 pupils in two hours, at a cost of \$44, to cases where the trustees simply wrote on their annual reports, "I tried to get a doctor to examine the school but none would."

Onteora's first budget provided for a health program of sorts, allotting \$2,500 for a school nurse, \$1,000 for a part-time dental hygienist, and \$500 for medical inspection. With restrictions, other budget amounts could be shifted into the health bracket. The budget anticipated total general expenditures of \$154,000.

Despite the pressure of organizational duties last August, the supervising principal, John H. Moehle,<sup>7</sup> and the district superintendent gave much thought to a health program for Onteora that would be the best possible under the circumstances. With this in view, a conference to consider co-operative effort was held in the Kingston office of Dr. George James, Commissioner of Health in Ulster County's progressive Department of Health. At the three-hour conference, in which interested personnel<sup>8</sup> participated, a general plan and details tentatively were agreed upon for a co-ordinated health program. The extent and quality of co-operation outlined in the program is unusual, if not unique.

The State's participation in this program is direct and indirect. The school district is responsible to the State Education Department through which it receives financial aid and supervision; and generous financial aid from the State to the County Health Department makes possible the efficient personnel that department maintains. It is aptly stated in "Education for the Health Services"<sup>9</sup> that the responsibility of New York State for the health of its citizens should involve full consideration of properly trained personnel.

## Program

### *The Medical and Nursing*

The medical examination consists of the following:

1. A careful, complete physical examination with the patient stripped. Additional physical

<sup>7</sup>Former supervising principal, West Canada Valley Central School, Herkimer County, New York.

<sup>8</sup>Commissioner of Health, Director of Nurses, Supervisor of Nurses, Public Health Nurse, Health Educator, Onteora School Nurse, Onteora Supervising Principal, District Superintendent.

<sup>9</sup>New York State Legislative Document (1948) No. 32, George St. J. Perrott, Chairman of Committee, and Chief, Division of Public Health Methods, U. S. Public Health Service.



examinations for conditions observed by teacher and nurse if required.

2. The presence of the parent during the examination so she may: (a) Give physician and nurse pertinent facts in the child's history. (b) Observe defects found. (c) Discuss the physical and mental condition of the child with physician.

3. A conference between physician, nurse, and older child to secure child's co-operation in correction of defects.

4. The presence of the nurse during the examination. The nurse confers with parent regarding plans for correction. She has available community resources at hand.

5. The follow-up by the nurse in the home and with the teacher so that defects found may be corrected.

6. Vision and hearing testing. The nurse and teacher do vision and hearing tests in school as early as possible in school year. This screens for possible serious conditions which can be referred for early medical care.

Because of the experimental nature of some phases of the co-operative program, certain emphases are limited to three multiple-room schools in adjacent communities. For example, the pupils in these schools are taken to the physician's office for examination where the doctor devotes about 20 minutes to each child. This procedure has advantages not present when the examinations are made in the school-house, but transportation and other difficulties forbade the use of the better method in all schools. (Both the physician and dentist are paid an hourly rate of \$7.50.)

Another feature of the three-school demonstration project is that the public health nurse devotes her entire school time to it. She acts as a school nurse for the 125 pupils and seven teachers. Her salary is paid by the county but in her schoolwork she is under the supervision of Onteora's school principal and the district superintendent.

The school nurse employed by the board of education is also attendance officer, and is responsible for attendance throughout the district. Her nursing activities are confined to the 16 schools not covered by the public health nurse.

An important part of the work of each nurse is to carry through effectively on the follow-up after the medical examination. She sees that indigent pupils who need additional medical attention, dental work, eye corrections, and so on, are taken care of adequately.

While the Health Department believes that a "generalized" program is superior to a "duplication" of services offered by a public health nurse and a school nurse, this part of the program is qualified for two reasons. First, other demands upon the public health nurse preclude her being responsible for all schools; and second, the supervising principal is of the opinion, concurred in by the district superintendent, that even with a co-operative setup, Onteora should employ a school nurse.

### Argument for Public Health Nurse

The Health Department makes a good case for the generalized program, including school nurse duties, by offering the following points:

1. The public health nurse becomes the only nurse entering a household. This is more efficient, preventing duplication of visits and individuals dealing with the family.

2. The public health nurse is alert to all prob-

lems regarding health in all age groups. She may often be of greater service regarding a school health problem because of her interest in and assistance to another individual in the home.

3. The public health nurse follows the child from birth and the school health chart thereby becomes a continuous record of all facts pertaining to the child. Similarly, she follows the child after school age and has the continuity of information regarding health matters.

4. The school children are the parents of tomorrow and as parents the public health nurse will work with them more effectively if there is a carry-through during all ages.

5. The public health nurse gives efficient aid to intramural school health programs, including medical examinations, nurse-teacher consultation, and health education, as requested. She is particularly valuable because of her contact with the children's families.

6. The public health nurse is able to refer children requiring corrections to special health programs.

The "type of nurse" question is interesting and is an integral part of the larger question of general public health service, namely: To what extent, under our democratic system of government, should communities have public health service? However, disagreement in Onteora about a school nurse was mild and in no way jeopardized the health service.

Two phases of Onteora's nursing program go beyond the usual testing in rural schools: "Pseudo-Isochromatic Plates for Testing Color Perception" are used; and the hearing tests are given by a registered nurse who specializes in audiometer work. State law requires that pupils' hearing be tested annually with an audiometer, but while the Fourth Supervisory District's small schools consistently complied with the letter of the law, remedial work frequently was nil.

### Dental Care

The commissioner proposed that his Health Department's dental hygienist be assigned to Onteora on condition the \$1,000 in the school's budget for a part-time dental hygienist be used for remedial dental work. The proposal was accepted and the specialist is working in Onteora under the supervision of the Ulster-Greene Dental Society,<sup>10</sup> and of the supervising principal.

To the personnel of both agencies, the dental program, particularly the fluorine phase, is of vital interest because "Every available survey of dental diseases and defects in this country has revealed that the highest incidences occur in New England and New York State."<sup>11</sup> This condition has been known since 1864 when military examinations showed it to be so. Recent data, compiled during World War I and II, tell the same story.<sup>12</sup>

It is not surprising, therefore, that local evidence indicates that dental defects in Onteora pupils are alarmingly high in number. Records of physicians' annual examinations show that many caries are detected but not charted, and that few defects were corrected

during school life. Kingston dentists who have part-time offices in the area also find the situation deplorable.

But interested personnel are optimistic about the probability of remarkable improvement in the teeth in Onteora's pupils. This term, the children in grades 1-3 are having their teeth cleaned and coated with fluorine. Eventually, all pupils will receive the treatment. *The National Dental Hygiene Association maintains<sup>13</sup> that a sodium fluorine solution applied directly to the teeth of children will reduce the expected amount of decay by about 40 per cent.*

The nurse in Onteora follows up each examination by the dental hygienist, and also after remedial work is done. The district is expending \$1,000 for dentistry work, and besides this source, when parental financial ability or co-operation is lacking, the nurse has recourse to other agencies.

*Onteora's dental program is outstanding because it has four significant phases:* (1) The teeth of all pupils are examined by a qualified dental hygienist and all caries charted. (2) There is close co-operation in the follow-up by the dental hygienist, nurse, dentist, and teacher, and in most cases by the child and the parent. (3) Included in the follow-up is an earnest policy of teeth-care education. (4) Fluorine treatments are given due consideration.

While it is sensible to claim that all good health service serves as health education, the importance of direct instructions cannot be overstressed. All techniques, all implications must be considered, for "The primary function of the school health program is educational."

### Case Studies

Onteora's health statistics are as yet (December, 1948) necessarily incomplete, but the following illustrations may interest the reader: Mary's tonsils were bad for years, but nobody had done anything about them, except record the fact. For three years, John needed glasses. Besides poor eyesight, he has infected tonsils and is overweight. Jane had no glasses though her eyes are 20-70 and 20-100. Jane also has a serious structural defect of her right foot. Anna's asthma, eczema, and poor vision habitually were recorded on her card, with no remedial measures taken. Don has 17 caries and three missing six-year molars; he is quite deaf in one ear. The 23 pupils, ranging in age from 5 to 14 years, in Don's school have a total of 210 caries. So it goes, a melancholy tale that has seen its day and is being displaced by a more cheerful story.

### Onteora's Future

It is the intention of the board of education of the Onteora Central School District, with the co-operation of the Ulster County Health Department and the State Education Department, to intensify the health program now in operation. The board's plans, relative to overall education, including health, are ambitious and progressive but shrewdly practical, too.

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<sup>13</sup>Facts about Teeth and Their Care, 1946. Third edition, National Dental Hygiene Association, Washington, D. C.

<sup>10</sup>State law requires that fluorine applications be supervised by a dentist.

<sup>11</sup>Perrott, George St. J., *op. cit.*

<sup>12</sup>Love, A. G., and Davenport, C. B., *Defects Found in Drafted Men*, p. 372 (Washington, D. C.: U. S. Government Printing Office, 1920). Nizel, A. E., and Bibby, B. G., "Geographic Variations in Caries Prevalence in Soldiers," *J.A.D.A.*, 31: 1619-26, December 1, 1944.

# PRINCIPLES AND POLICIES vs. PERSONALITIES AND POLITICS

C. C. Trillingham\*

The superintendent of schools of today stands at the crossroads of American life. Every problem that faces the community sooner or later comes to the desk of the superintendent.

In the past, the school superintendent too many times tried to carry the ball alone without the support and assistance of other members of his team. To do otherwise was considered an indication of weakness. That was the era of boss rule in school administration.

More recently, and particularly since the war, the superintendent has realized increasingly the necessity of practicing the democracy he formerly preached so glibly. The superintendent who would really be the captain of his soul rather than a mere victim of circumstance now sees the necessity of bringing together around the common table not only the board of education but representative teachers and parents. After all, the people furnish the youngsters and pay the bills; they should therefore share in the educational enterprise.

## Sound Policies Make for Democracy

The cost of education, the educational program itself, the problems of buildings, budgets, personnel, and the like are no longer the superintendent's problems alone. They are in reality the community's problems and all groups concerned with these problems are entitled to a share in their solution.

The degree to which the schools are operated democratically is the degree to which their operation is based upon *sound principles and policies* rather than upon *personalities and politics*. To my way of thinking, the heart of democratic practice and good human relations is operation upon sound policy. Perhaps the best test of democratic operation is to be able to answer affirmatively the two questions:

1. Do you operate on a policy basis generally?

2. Is policy arrived at properly?

*Policy should be formulated as a guide to action when any problem or situation is recurring or when it involves more than one individual.* This practice makes it possible to operate on the same basis in similar situations and to treat individuals with the same consideration under similar circumstances.

Policy should not exist merely for pol-

icy's sake. A policy should be rescinded when it no longer serves its purpose, or it should be modified to fit changing circumstances. A policy that is not kept up to date may be worse than no policy at all.

## The Exception Proves Rules

On occasion it may be desirable to take action that deviates from existing policy, while at the same time recognizing that the policy is generally sound and should be maintained as long as it serves a needed purpose most of the time. When a board purposely deviates from existing policy, it should make clear its reasons for such deviation and should further emphasize the fact that such deviation is not to be regarded as a precedent. This principle recognizes the fact that even a good policy may not serve in every situation.

The superintendent who may consider the operation of a school system on a strict policy basis as too involved and as causing too much trouble should weigh carefully the apparent alternative. Not to operate on the basis of principles and policy usually means to operate on the basis of whim, pressure, and expediency. I repeat, the major alternatives are principles and policies versus personalities and politics. Let us consider some of the advantages of operating on a policy basis. *First*, it is safe to delegate responsibility which means it is possible to get things done. It saves time as it is unnecessary for the whole organization to mark time until they learn how the "big boss" feels about a particular situation or problem. *Second*, it systematizes operation as it prevents every issue or problem from becoming an individual headache. *Third*, it protects the superintendent and board from undue personal pressures. It is a shield against hasty and ill-considered decisions and actions. *Fourth*, it tends to nail down responsibility and thus prevents anyone from becoming a scapegoat. *Fifth*, continued policy violation is a valid basis for dismissal. Some individuals are lone wolves or prima donnas. They won't go through necessary channels. They don't or won't see policy. *Sixth*, it makes it possible to treat all persons on the same basis, thus avoiding favoritism and its confusing consequences.

Assuming the desirability and necessity of operating the school system on a policy basis, how can we insure against utterly unfair or impossible policies? Too little policy can result in inefficiency, or even dishonesty or scandal. Too much policy can result in needless red tape. Sound policies

should be arrived at democratically, after careful study and proper lay advice, and with proper staff participation. Possible alternatives should be considered, and desirable compromise made when necessary. After policies have been agreed upon informally or adopted officially, all concerned should then be adequately informed of them.

## Laws Outcomes of Policies

All rules and regulations, laws and ordinances are policies for guiding various phases of human conduct. The Constitution of the United States is one of the most famous sets of policies in the world. The platforms of the political parties are declared policies for guiding the future action of its members.

Some policies lend themselves to misinterpretation. At such times we call upon constituted officers such as the County Counsel, the Attorney General, or even the courts themselves to interpret these laws or policies for us as a guide to our consequent actions.

Just as the state may adopt laws or policies not in conflict with those of the United States, so may the governing board of a school district or school system adopt reasonable policies in keeping with the laws of the state. For example, a school district may develop its own district-wide policies in such matters as holiday observance, use of buildings, bus schedules, tenure, curriculum, salary schedules, budgets, and the like as long as they do not conflict with state or federal statutes.

By the same token, the personnel of each individual school should be encouraged to develop policies relating to its own operation, provided such policies operate inside over-all district policies without conflict. In this manner, individuality and flexibility, desirable variation and democratic participation can be emphasized.

Usually, each teacher and class group in a school develop, should be permitted and encouraged to develop, reasonable policies and plans of their own in harmony with school-wide and district-wide policies. This type of teacher-pupil relationship and activity is at the heart of the process of educating for democratic citizenship. Every teacher, if possible, should have some opportunity and experience to share in the formulation of policy in order to appreciate its importance as well as to make his own contribution available to the group.

Finally, the superintendent, the "boss" himself, must be a stickler for policy, perhaps more so than anyone else in the school system. If he violates policy or doesn't take it seriously, the others will tend to follow suit and the whole thing will break down. Truly the intelligent school superintendent today realizes that school administration is no longer a one man job but rather regards himself as the chief co-ordinator in the complex but co-operative enterprise of public education.

\*County Superintendent of Schools, Los Angeles County, Calif.



## School Homework in the Wayne Township Public Schools

*Kenneth A. Woolf<sup>1</sup>*

During the fall of 1947 considerable interest in school homework developed among parents and teachers of the Wayne Township Schools. The parental concern was expressed in the form of complaints about unreasonable homework assignments which often caused children, especially junior high pupils, to stay up late at night. A conference of parents and teachers revealed that parents were unanimously in favor of homework but wanted some control enforced so that the children's health would not be harmed. As a result of the conference, the supervising principal appointed a committee of teachers and three principals to study the entire situation.

### Opinions and Research

The committee found that local opinion on the subject of homework ranged from objections to all homework, to requests for assignments of two or three hours' work an evening. The committee found, too, that research studies were no more conclusive than lay opinion. One could make a case either for or against homework assignments. The committee consequently took the common sense point of view that some homework is needed, but that it should be controlled.

The following assumptions and fundamental principles were recommended for local use:

1. School homework should be related to the school's aims and philosophy of education.
2. Some school homework is needed.
3. School homework should be of both an assigned and a voluntary nature.
4. Desirable homework habits of independent study should be developed at school.
5. The amount of homework assigned should be gradually increased from grade to grade.

### Homework and the School's Philosophy

To secure the achievement of the Wayne schools' aims of promoting good health, developing home responsibilities, and encouraging pupils' initiative, the committee agreed on the following limitations on homework:

1. Homework should not interfere with the child's health. All children need time to play out of doors at home and during the schoolday. There is no substitute for sunshine, fresh air, and the proper amount of rest.
2. Homework should not interfere with the child's responsibilities in the home. Every child needs to have a part in home responsibilities which helps to knit the family as a group.
3. Homework must not take so much of a child's time that he is denied activities of his own choosing. These activities develop interests, stimulate initiative, and originality, and develop the child's mind.

### School Homework—Both Assigned and Voluntary

In the grades, school homework should be both assigned and voluntary in nature. As-

<sup>1</sup>Supervising Principal, Wayne Township Public Schools, Mountain View, N. C.

signed homework means a definite task to do, e.g., an assignment in arithmetic, a book to read, a radio program to evaluate. Voluntary homework necessarily is optional. The pupil may do as little or as much as he chooses. The well-trained teacher is able to motivate children to do much additional work, particularly such interesting tasks as painting, writing, reading, listening to radio programs, making booklets, handwork, and even review work to strengthen weaknesses in the tool subjects.

### Desirable Work Habits Must Be Developed at School

It is important that children learn to work independently as well as in groups. One of the sound criticisms of the schools has been our failure to teach pupils how to study. The public and parents have a right to expect the development of this skill in school.

A suitable environment for study includes (a) a quiet place, free of distraction; (b) a comfortable worktable or desk and chair; (c) good lighting; and (d) proper temperature and ventilation.

Desirable habits of work include (a) beginning work promptly; (b) knowing the assignment to be done; (c) application until a task has been mastered; (d) knowing how to use a dictionary.

The environment just described and habits listed are applicable in the home, but they must be developed first in the school. Pupils

should require little, if any, help from parents at home.

The Wayne Junior High School has set aside a special period each day for independent study under desirable conditions, and all teachers are required to stress good study habits in connection with the subjects they teach.

### Assigned Homework Should Be Gradually Increased

It is only realistic for teachers and parents to require that the amount of homework assigned should be gradually increased from grade to grade. In high school, considerable amounts of outside work are demanded; in college, nearly all studying is done outside of classtime. The following plan is being carried out in the Wayne schools:

**Grades Kindergarten to Four**—No assigned homework except by special arrangement between parents and teachers. This homework should be of the practice type only. Children should be encouraged to take home library books and easy reading materials. They should be encouraged to play outdoors as much as possible.

**Grades Five and Six**—Not more than one half hour of assigned homework. Children are encouraged, in addition, to do voluntary homework, as working on geography and history projects, listening to worth-while radio programs, reading, practicing music, participating in scouting activities, and assuming home responsibilities. Emphasis on outdoor activities should be continued.

**Grades Seven and Eight**—Between three quarters and one hour of assigned homework, plus voluntary activities, as recommended under Grades Five and Six. Emphasis on outdoor activities should be continued. Voluntary work is encouraged.

### Steps Taken to Make Policy Effective

The following steps were taken in the Wayne Township Schools to make the policy effective:

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The new Board of Education, Geneseo Community Unit School District, Illinois. This district developed through the general movement for consolidated Illinois school districts, is made up of (seated, left to right): Robert Hutchinson; Gilbert J. Pritchard, president; Herber Bergen, secretary. Standing: Ira Urlick; Lyle Obrecht; Charles Sears; Benjamin Frels.

## For Better School Buildings in 1949

# Planning the Classroom for the Elementary School *R. Gommel Roessner\**

Education has made tremendous strides in the past fifty years, awakening from the long slumber of the formal academic school to the modern curriculum which is now fostered by enterprising communities. Architects as well as educators are to be alerted to the fact that education is on the march. Schoolhouse design in the past, with a central hall flanked on either side with conventional classrooms, is being supplanted by the new methods of approach of contemporary architecture. This approach recognizes that the school plant, to be of service, must keep in step with the advancement of educational objectives and teaching methods. Thus we see that the change in teaching purposes and methods is bringing about decided changes in classroom plan.

The design of a successfully built school is governed by the teaching needs of the faculty who carry out the policies of the school board and superintendent.

The secret of success in school design rests on the basic fact that the school building must be designed primarily for the children, individually and collectively, and only secondarily for the adults who may use it after school hours. The influence of the new purposes and methods of education cause the school building to take on a new expression of architectural treatment. This does not mean necessarily that the materials of construction now on the market are antiquated and should be supplanted by untried new materials, but that old materials will be so used as to take on new shapes and forms.

Psychologists tell us that the seven-year-old child considers time to move at a rate one half that of a twenty-year-old adult. In other words, a seven-year-old child seems to spend ten hours in class during a normal five-hour school day. Since most of this time is spent in the classroom we must consider the classroom area to be the hub of the educational plant. Architects have a tremendous responsibility to the children of the land who must pass so many hours in the classroom. This room can either inspire and help or hinder mental and physical growth.

\*Assistant Professor of Architecture, University of Texas, Austin 12, Tex.

### Planning for Teaching

The children of the lower three levels of the elementary school enter their classrooms either directly from the outdoors or an adjoining corridor, through a small entry, from which radiate the various class activities. Adjacent to the entry are the elements that comprise the teaching area. These are the wardrobe and storage area, lavatory, workshop area, and general teaching space.

The wardrobe area is equipped with built-in wardrobes in complete scale with the needs of six- to nine-year-old children. The child in this age group is approximately 3 feet 6 inches to 4 feet 6 inches tall. Using these heights as a general scale for the children in these grade levels, the wardrobe, chairs, desks, and the entire surroundings are designed. Thus the coat-hanger rods in the wardrobes placed at a 4-foot level will be easily reached by the children. These wardrobes should be ventilated, preferably mechanically, so that snow and rain suits will be completely dry when the children don them again. In addition to the wardrobe, each child is to be provided with a cubical locker where he may store his study and work belongings, such as art work, sleeping pad, rhythm band instrument, etc. Both locker and wardrobe are to be assigned to each child, to instill at an early age a spirit of responsibility and pride of ownership.

Adjoining this entry should be placed a toilet room with a lavatory and toilet at a suitable scale. The lavatory should be placed at a height of 2 feet 2 inches above the floor level, and the toilet seat should be no higher than 1 foot 1 inch. This arrangement will permit the teacher to instruct the child in personal hygiene. If the school building lacks a central kitchen and lunchroom, a kitchenette or at least a refrigerator for the storage of milk and wafers may be located in this area.

An underlining theme of the new education lies in the fact that a child at an early age is taught co-operation rather than competition as the basis for companionship and good citizenship. With this in mind, the classroom must be designed for very flexible use, to avoid the ancient methods of pupil regimentation. Instead of placing

the children in fixed seats in military rows with the teacher seated stiffly on a rostrum, the classroom of today allows the greatest flexibility in grouping pupils for study and work.

### Teaching the Art of Playing and Working with Others

In the classes of the first three grades of a modern school, various activities are carried on simultaneously, such as reading, model making, nature study, finger painting, etc. Each child is assigned a movable desk and a chair, to be considered his own. Training in personal possession and care enters the picture by placing the name of the child on the furniture assigned to him.

Since the furniture is movable, various seating arrangements may be made simultaneously. For example, in one corner the teacher may be reading with a small circle of children and giving individual instruction, while other students are doing other work singly or in groups, thus learning the art of working and playing with others. Under this arrangement all the children have the opportunity of working at various projects under the guidance of the teacher, each learning according to his abilities and unfolding his own interests.

### Seating Arrangements

To accommodate the various seating arrangements necessary in primary classrooms, it has been recommended that 30 to 35 square feet of floor space be provided for each pupil. This does not include the area for wardrobe, toilet room, and workshop. The area allotted for the lower three grades is greater than that for the upper three grades since much room is needed to build class projects, such as models of stores, etc. The variety of seating arrangements necessitates this increased floor area. For example, formal desk rows facing the blackboard and used for writing and spelling drills require 10 to 15 square feet per pupil. The circle used for reading and storytelling requires 15 square feet, while the oval arrangement, with the teacher directing from the open end, requires approximately 20 to 25 square feet per pupil.

Furniture for the lower grades should be light in weight and color, easily cleaned and readily moved. Furniture that has



proved satisfactory is made of wood or a plastic material, formed to fit the contours of the back. The design should be simple and the construction sturdy, free from indentations that allow the accumulation of dust. Chairs and desks should be separate so that the chairs may be used independently. None of the furniture is anchored to the floor.

#### Classroom of the 4th, 5th, and 6th Grades

The children of the fourth, fifth, and sixth grades are more mature and capable of assuming more responsibility than those in the lower grades. Thus, the educational pattern is somewhat different. The pupils of these grade levels are assigned lockers in the corridors for the storage of their clothing, books, and personal articles. This grade-level group has more departmentalized activities, making use of the auditorium and other parts of the building, than do the lower three grades. The classrooms for the most part are rectangular, having the desks in rows facing the blackboards in the front and on the right. The old axiom of "the light over the left shoulder" has been altered to a degree due to the recognition of the many children who are left handed. The chalkboard is of a green material, preferably glass, surrounded by corkboard which is used for the display of pupils' work. Again, the height of the chalk and display boards, as well as the desks and chairs, is in keeping with height of the children.

#### Natural Lighting and Ventilating

Lighting the classroom has evolved from unilateral to bilateral and even trilateral types of arrangement. This means simply that arrangements of windows have been found to admit the light into the classroom from one, two, or three directions simultaneously, with a minimum of glare. It is the writer's opinion that the best possible lighting is the bilateral method.

The exterior wall should be entirely banked with glass, of which the lower portion consists of a battery of four glass doors. Above these doors and extending to the ceiling should be installed directional glass block. Separating the head of the glass doors and the bottom of the glass block panel, there should be constructed a sun-control shield, extending—in a hot and sunny climate—approximately 5 feet from the exterior face of the building. This marquee prevents the direct rays of the sun from entering the classroom through the glass doors. The blocks are so designed as to act as prisms which reflect light striking the outer surface upward toward the ceiling, from which it is refracted down toward the pupils. This large glass area should face the south. It is the writer's opinion that north light is cold and harsh, and is not suitable for the environment of young children. The light from the south on the contrary has a warm and friendly psycho-



Dr. Earl James McGrath  
United States Commissioner of Education  
Washington, D. C.

To become United States Commissioner of Education, Dr. McGrath (47) leaves a position as Professor of Education at the University of Chicago.

He has a history of outstanding achievements in the field of education and educational administration. He has been successively connected as lecturer, dean, and specialist in higher education with the University of Buffalo, the University of Minnesota, the University of Iowa, and the American Council on Education. His most important service was that of officer in charge of the educational services section of the Bureau of Naval Personnel.

logical effect upon the children and should be used.

Each classroom should open on an enclosed, landscaped study and play area. In favorable weather this area may be used for supervised reading, nature study, games, etc., thus doubling the working classroom floor space. Placing the landscape along the outside study area will soften the light that enters the classrooms, with a restful effect upon the child.

Directly across the room from these glass panel doors is to be installed a battery of clerestory windows, 9 feet above the floor and extending to the ceiling. These will admit the north light above the eye level, will equalize the light along the inner wall, and will supplement the ventilation.

#### Color in the Classroom

The right use of color in a schoolroom is of prime importance because of the psychological effect upon the child. Red, orange, and yellow have a stimulating effect, while colors containing blue produce calmness or a restrained feeling. With this in mind it is well to use the warm colors on the north or east classrooms and the cooler colors on the sunny south and west rooms. Classroom colors should for the most part be light in value in order that approximately 50 per cent of the natural light is reflected from the walls. Gloss paint

and enamel should be avoided, a semi or dull finish should be used to prevent glare.

#### Artificial Illumination

Fluorescent lighting has proved to be the best type of artificial illumination for classrooms. The main objection to this type of illumination, which has been the glare, can be overcome by a troffered fixture or by placing a fiberglass cloth screen directly below the plain fixture, thus diffusing the light. The fixtures should be connected to an automatic "Magic Eye," which turns on the current when the light in the classroom falls below twenty foot-candles.

Each room is to be equipped with a radio, with the master speaker located in the principal's office.

#### Heating the Classroom

There has been much discussion of the various types of heating and ventilation suited to elementary classrooms. It is the writer's opinion that radiant heat, although not lowest in cost from an installation standpoint, is the most practical. This type of heating produces uniform warmth on the floor, which is very advantageous, especially for the lower three grades, since the floor surface is used for play and rest. This type of installation produces uniform distribution of heat. Copper or wrought iron piping laid in an insulating concrete has proved very satisfactory.

#### Acoustics and Good Teaching

Acoustical aids are essential for a well-controlled classroom. A classroom not acoustically treated forces the teacher to shout at the children instead of speaking to them, causing general commotion and setting up reverberations which harm the child's nervous system. A material having a high acoustical value and light reflective qualities should be selected for the classroom ceiling. The floor finish too should be of the quiet type.

In the modern school the classroom is the child's home in which to work and to play, to grow and to engage in those self-activities which will help form the man and the citizen. Not only must the architect of today keep abreast of the needs and requirements of American education; likewise the teachers and educators must adapt themselves to this new functional plan for educational living.

#### AFL ASKS BILLION DOLLAR FEDERAL AID

The AFL Council, at a meeting in Miami on February 2, called for a billion-dollar federal aid program for school systems to raise teachers' salaries and to provide better educational standards.

Describing legislation now before Congress to appropriate 300 million dollars for this purpose as insufficient, the AFL council said: "We believe America is wealthy enough to set aside 1 billion dollars for this essential purpose."

The school aid plan tops a list of social justice legislation goals the AFL council set up for Congress.



The Addition to Edison Technical High School, Fresno, is completely functional in design.  
Franklin Kump & Falk, Architects, San Francisco, Calif.

## New Addition to Fresno's Edison Technical High School

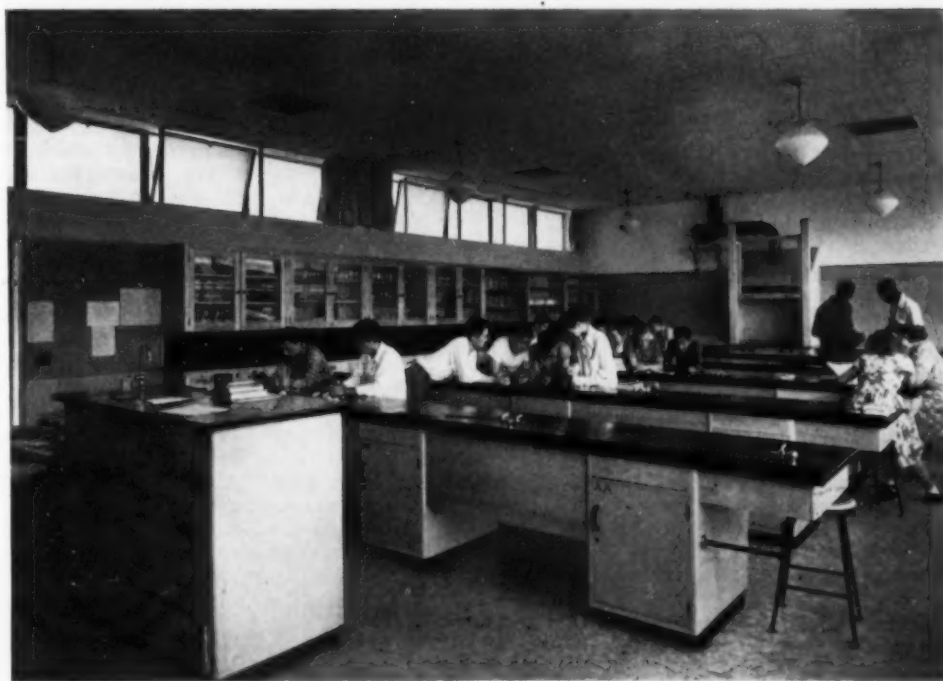
California probably leads the nation in radical schoolhouse design changes. The mild climate and abundant sunshine simplify heating and lighting problems, which bulk large in most other states. Evolution of educational structures in the state was interrupted by World War II, which began soon after completion of an addition to Edison Technical High School in Fresno, California's great Central Valley.

General features of today's successor to the old-fashioned little red schoolhouse already had been adopted by the architects of this building, which consists of two classroom units and a large multipurpose building, which forms the base of the U-shaped structure.

Among the modern principles of school design incorporated into this building are: classrooms joined end-to-end to form a long, one-story structure, one glass side wall, an outside corridor on the other side, clerestory windows, acoustical tile ceilings, concrete floor slab covered with asphalt tile.

Although many schoolhouses erected since the war are superior in some respects to the Edison building, construction in some cases is inferior, due to scarce, high-priced labor and materials.

The main room of the 100 by 60 ft. multipurpose unit has a hard maple floor, laid over a false floor supported by 2 by 4's resting upon a concrete foundation.



The Chemistry Laboratory is typical of the simple design of furniture of the entire building.





The corridors are open to sun and air.



A glassed-in cross corridor for lockers.



The lunch room stage is used for orchestra practice.



The serving counter of the lunch room; kitchen beyond.

This structure was designed to accommodate student entertainments and dances, chorus and band rehearsals, meetings of small student groups, community gatherings, and for serving light refreshments.

Space 10 ft. wide was partitioned off along the entire inner side of the building and divided into a check room, storage rooms, kitchen and serving room.

The north wall of the building is composed of glass above steam radiators to the 15-ft. ceiling. Steel H columns support the high roof, standing in front of the glass wall, which is darkened with curtains for showing motion pictures.

Classrooms have 3-ft. birchwood wainscoting and cabinetwork, unusually well planned and executed. The use of modular design has been found especially appropriate to rooms where chemistry and domestic science are taught, because of the large amount of equipment used and storage space needed for supplies. These requirements sometimes render necessary changes in room design.

Storage space is provided by closets between the classrooms. In the science wing or unit there are two of these compartments, 12 ft. wide and one 9 ft., extending across the building, which is 26 ft. in width; also a vault and storeroom, 12 ft. wide, at the far end of the structure. The first three compartments are between four classrooms devoted to teaching

general science; chemistry and physics; biology; descriptive physics, and descriptive chemistry.

A door on each side of these storage rooms, also those in the domestic science unit, give access to them from the rooms on either side. The cupboards and counters are cleanly carpentered, presenting smooth, straight surfaces. As Fresno people point out, such classroom arrangements invite good housekeeping and lighten custodial labor.

The domestic science unit consists of two cooking and two sewing rooms. Between each pair of rooms there is a 9 by 26-ft. storage compartment, used jointly by the students in each room. At either end of the closet between the sewing rooms there is a triple mirror, with fitting nook.

Economy of chalkboard space was achieved by building onto the wall at one end of some classrooms a triple green chalkboard, flush with the cabinets below. The units slide up and down like a window sash. This supplies space for work which the teacher wishes to be seen by all the students and leaves all of one side of the room for constant-use chalkboard.

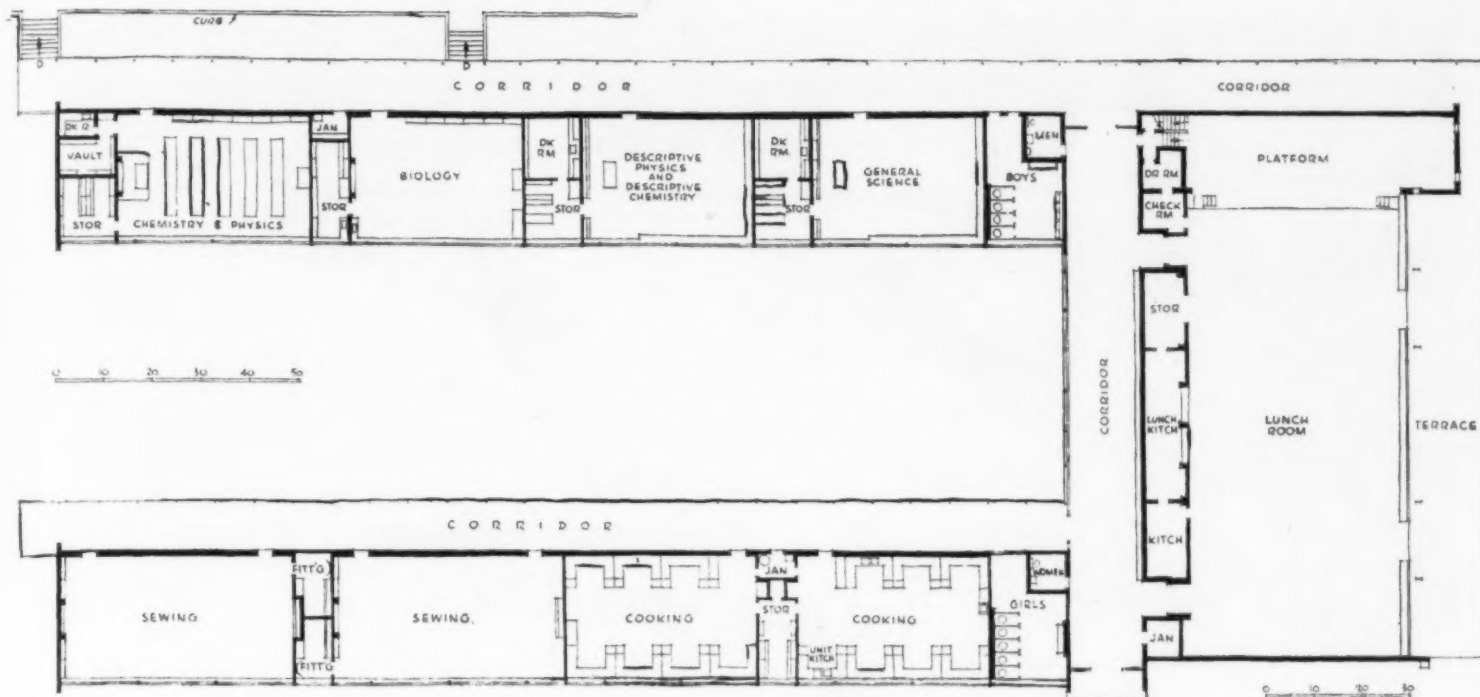
The classroom units extend north and south, with the multipurpose unit in front, facing the street behind a landscaped lawn. The classrooms face east, with glass walls on that side. Roll-up curtains imperfectly shield students

from hot forenoon sunshine, while materially reducing needed natural lighting — disadvantages of east frontage. Clerestory windows are shaded with monk's cloth lined with opaque material. These curtains are attached to rings sliding on poles above, making them easy to open and close.

West walls of classroom units are of reinforced concrete, with studding on the inside to support lath and plaster. Steel pipe columns inside the window plane support structural steel girders carrying the wood frame roof. The same type of supports uphold the outside corridor roofs, which are 7 ft. high, low enough to enable the larger boys to reach the ceiling and light fixtures there.

Perhaps the best feature of the building is the 120 ft. by 15 ft. cross corridor connecting the two classrooms wings at the north end, adjoining the multipurpose unit. Although this spacious corridor is open at both ends, the south side — which overlooks the 200 ft. by 40-ft. landscaped lawn between the two classroom wings — is enclosed with nonshatter glass windows, which easily are opened for ventilation. Student lockers line the other side, readily accessible from both the multipurpose unit and the classrooms.

Toilet rooms for men and boys are at the north end of the science unit and those for women and girls at the opposite end of the corridor. A rest room for nine teachers is



Floor Plan of the Science and Home Economics Addition, Edison Technical High School, Fresno, Calif. Franklin Kump & Falk, Architects, San Francisco, Calif. -

incorporated into the new structures to be erected during the 1948-49 building program.

Designed to accommodate 1200 students, more than 1300 now are attending this institution, included hundreds crowded into temporary wooden shacks. The latter are to be replaced by another modern new building with 14 classrooms. It will consist of three units of four rooms each extending east and west, also a two-room music unit farthest from the main building. The new addition is to be completed in September, 1949.

Edison junior and senior high might be called an international school, because it is attended by boys and girls of 20 different races. Children of Mexican, Negro, Chinese, and Italian origin predominate. All study and play together in the best American tradition. The ivy-covered main building suggests an ancient English college.

#### SCHOOL PLANT NEEDS AND CONSTRUCTION IN THE UNITED STATES

The Office of Economic Research of the Federal Works Agency, Washington, D. C., in the January, 1949, issue of *Public Construction*, estimates that an 11 billion dollar investment in new school plants and equipment will be needed to overcome the critical shortage of educational facilities in the nation. The estimate which is based on a field study of individual state requirements in the elementary and secondary school categories, reveals the huge backlog over a long period of underbuilding and accumulation of needs through the years. Nearly four fifths of the total represents needs in the public school field.

The value of public school construction put in place in 1948 is estimated at 550 billion dollars. But in terms of physical volume, the 1948 total is well below the yearly average of the 1920's and not much more than half the volume of school facilities added in 1939.

Recently, due to the pressure of needs, there has been an increase in the value of contracts awarded for educational buildings. The total in 1946 was 125 million dollars; in 1947, 315 million dollars; and in the first ten months of 1948, 540 million dollars. It is anticipated that awards for the remaining period will run to about 625 million dollars.

The study points out that there are many factors which have contributed to the backlog of school building needs. One is the sharply increased enrollment in elementary and secondary schools during the period 1946 to 1948; the second is the further gain in enrollment through new entering classes in the period 1949 through 1953; another is the extensive migration to new areas and reshifting of populations due to the war, and reconversion to peacetime economy. Many school structures are

obsolete, while facilities in rapidly growing areas are few and inadequate.

Further pyramiding of school needs in growing areas reveals the need of drastic organizational changes, pointing toward larger and more efficient administrative units and an expanded curriculum. Extensive expansion and alteration of existing school plants must be made to carry out any modernization program. This is particularly true of many buildings which have been in use for decades and which may prove to be potential fire hazards.

The study emphasizes that there is no early or easy solution to the problem of meeting these school-facility needs. High construction costs remain a deterrent. Competing needs for other types of public works have a tendency to retard progress. A higher level of housing requirements and commercial and industrial buildings continue to absorb a large share of the available construction materials, man power, and contracting organizations.

#### SCHOOL BOND SALES

The school board of Houston, Tex., has sold \$9,196,000 worth of school bonds, at 100.043, and a net interest cost of 2.6318 per cent per annum over the life of the issue.

The Zanesville, Ohio, school district has sold \$2,775,000 worth of school building bonds, at 100.40 and a 2 per cent coupon.

The Haverford Township, Pa., school district sold \$1,000,000 worth of bonds, due February 15, 1950-78, at 101.179 for 1 3/4's.

The Battle Creek, Mich., school district has sold \$500,000 worth of school bonds, due March 1, 1951-53, at 100.0235 and a 1 per cent coupon, a net interest cost of 0.992 per cent.

The school board of Union Free School Dist. No. 14, Hempstead, N. Y., has sold \$550,000 worth of school bonds, due March 1, 1950-1974, at 100.40 for 2.20's.

#### SCHOOL BONDS

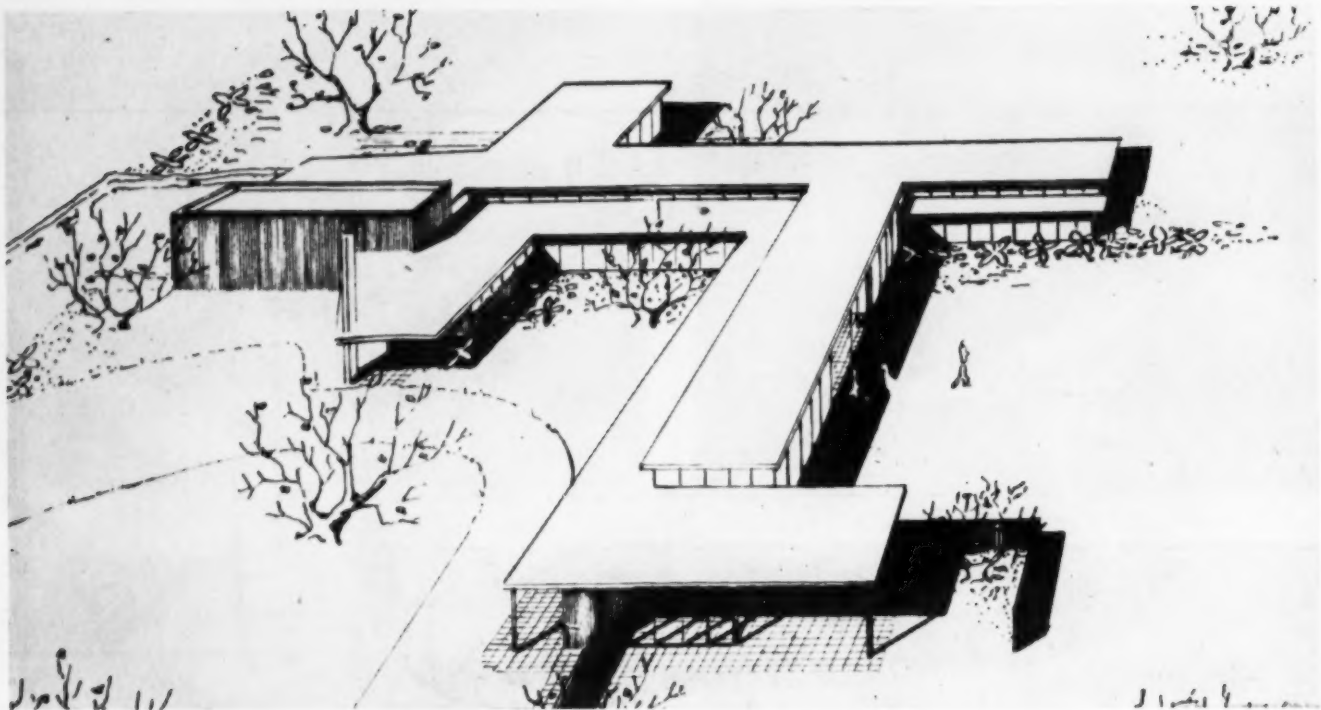
During the month of January, bonds for school building construction were sold in the amount of \$84,780,900. The largest issues were in California, \$37,977,100; Louisiana, \$8,845,000; Ohio, \$10,207,000; Pennsylvania, \$4,319,000; Texas, \$4,231,000.

The average yield of twenty bond issues in large cities was 2.15 per cent.



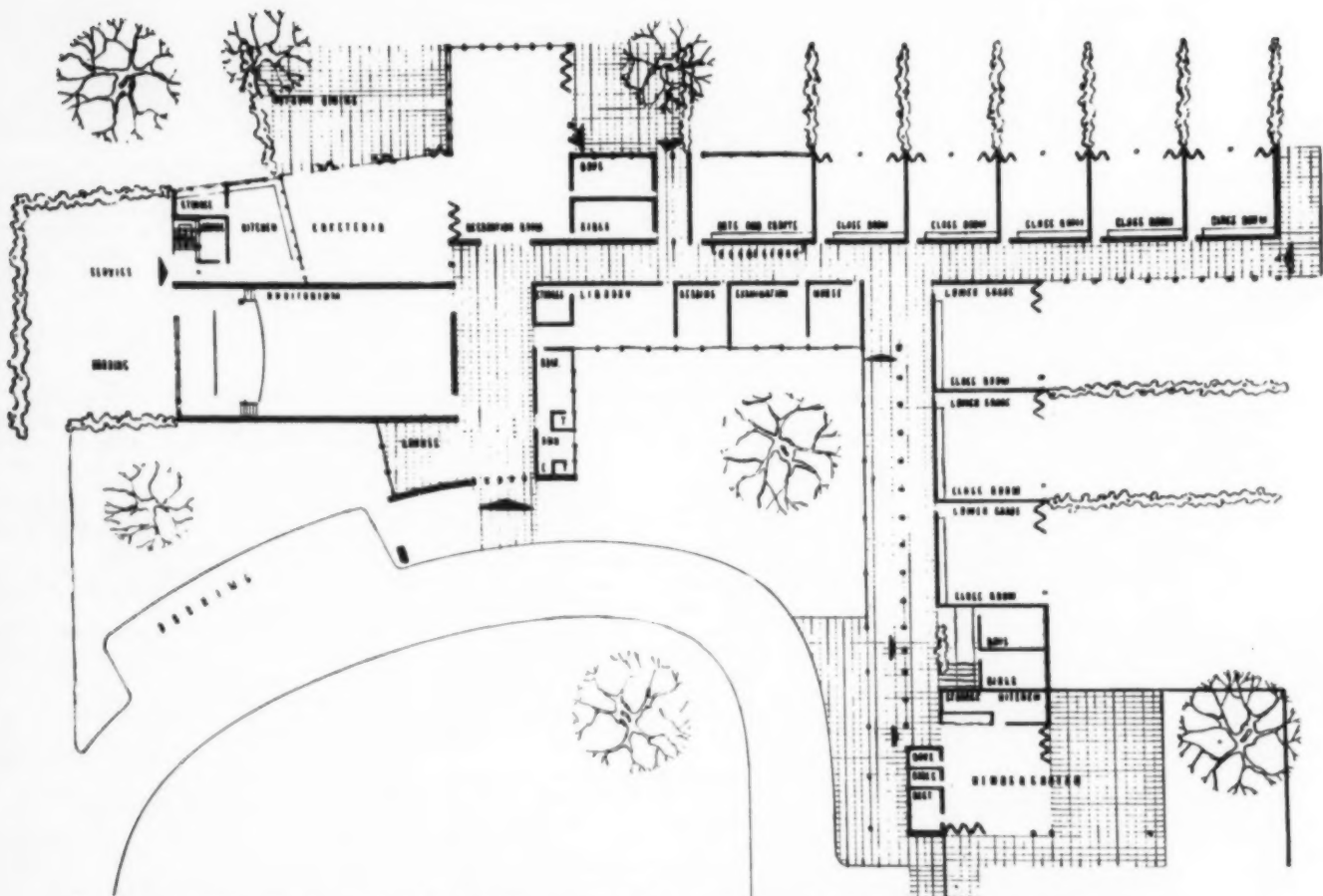
The Teacher's End of a Classroom in the Edison Technical High School.





Perspective, Prize Rural Elementary School Design

Designed by William P. Craig, architectural student, University of Illinois. This is the prize winning design in a national contest sponsored by the Beaux-Arts Institute of Design, New York, for the Tile Council of America. The design calls for the use of clay tile in the corridors and covered walkways.



This plan for a Model Rural Elementary School centralizes the auditorium, cafeteria, and recreation room; places the administrative rooms in a central location, and makes the kindergarten practically independent of the balance of the school. Clay tile is called for in corridors, the outdoor dining area, and the terrace of the kindergarten.



Main Building, San Angelo Junior College, San Angelo, Texas. — Mauldin & Lovett, Architects, San Angelo, Texas.

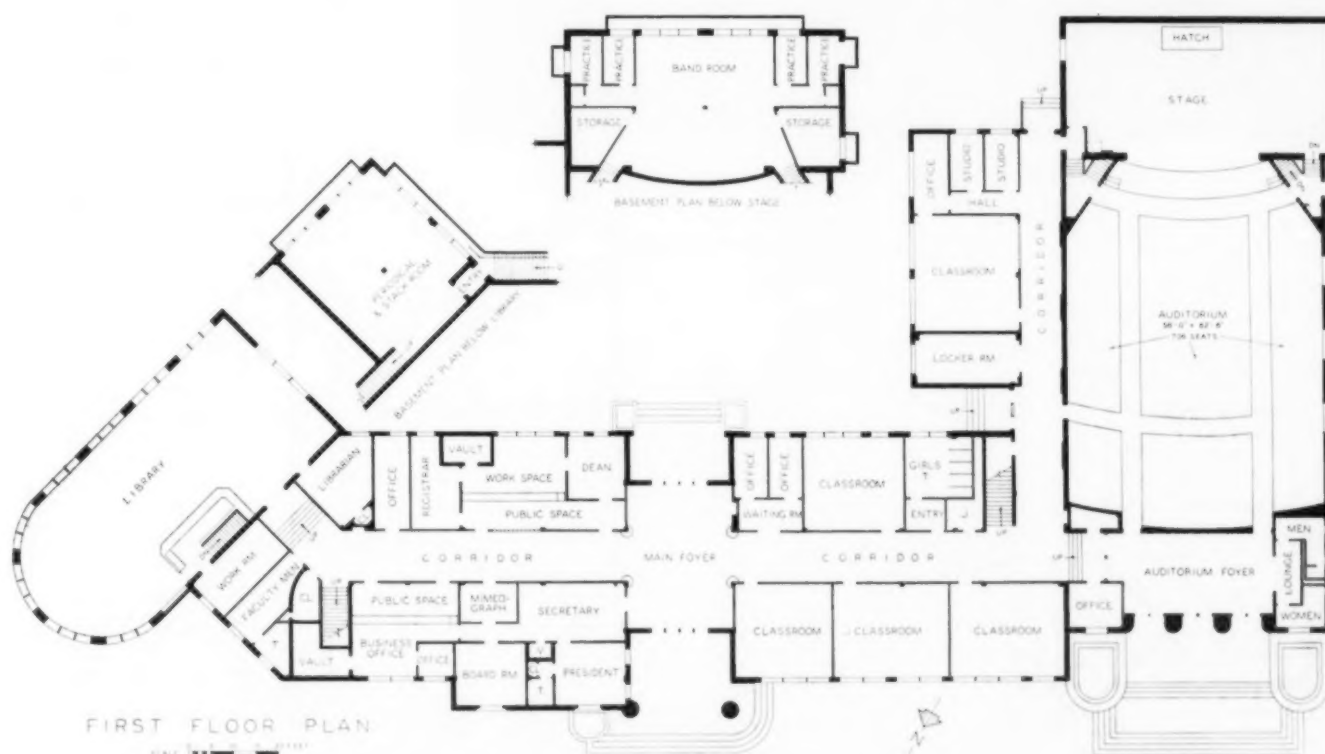
## The San Angelo Junior College

The design of university and college buildings has suffered until very recently because college administrators and their architects have seemed to believe that these buildings must be designed in an historic architectural style

and must approach in their dignity the monumental. College buildings have rarely included the recent discoveries in lighting and ventilation and have completely neglected the principles of plan and construction which have made

American high schools educationally effective and economical.

The tendency to follow ancient traditions has been losing its force since local school authorities have been entrusted with the problem



Educational Building, San Angelo College, San Angelo, Texas. — Mauldin & Lovett, Architects, San Angelo, Texas.

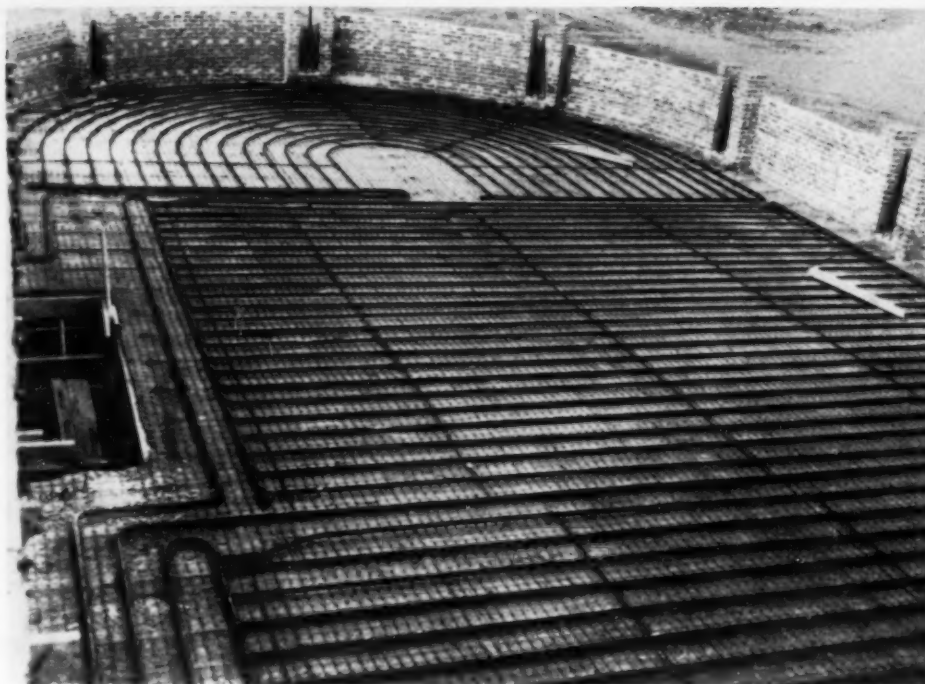


of planning junior college buildings as extensions of the high school educational program. In numerous communities there are buildings which are thoroughly modern in plan and construction, modernistic in design, effective educationally, and thoroughly economical from the standpoint of educational use and first cost.

The new San Angelo, Tex., "Main Educational Building" is such a modern college building, which has borrowed from high school architecture splendid features of simplicity, flexibility, educational utility, and economy.

The San Angelo College is a Junior College, operated by the local school district, in which strong emphasis is placed upon (1) general cultural education of the terminal type, (2) on education for the industrial and mechanical occupations of the area, (3) on the teaching of vocational agriculture and stock raising, (4) on home economics. The college plant when completed, will include some 16 separate buildings ranging from the main educational building to dormitories, shops, and a student union. The site embraces 62 acres just outside the city.

The main educational building, illustrated in these pages, is intended to serve the central academic library and assembly purposes of the school. Later it is expected to construct a



The library of the San Angelo Junior College is warmed with radiant heat.



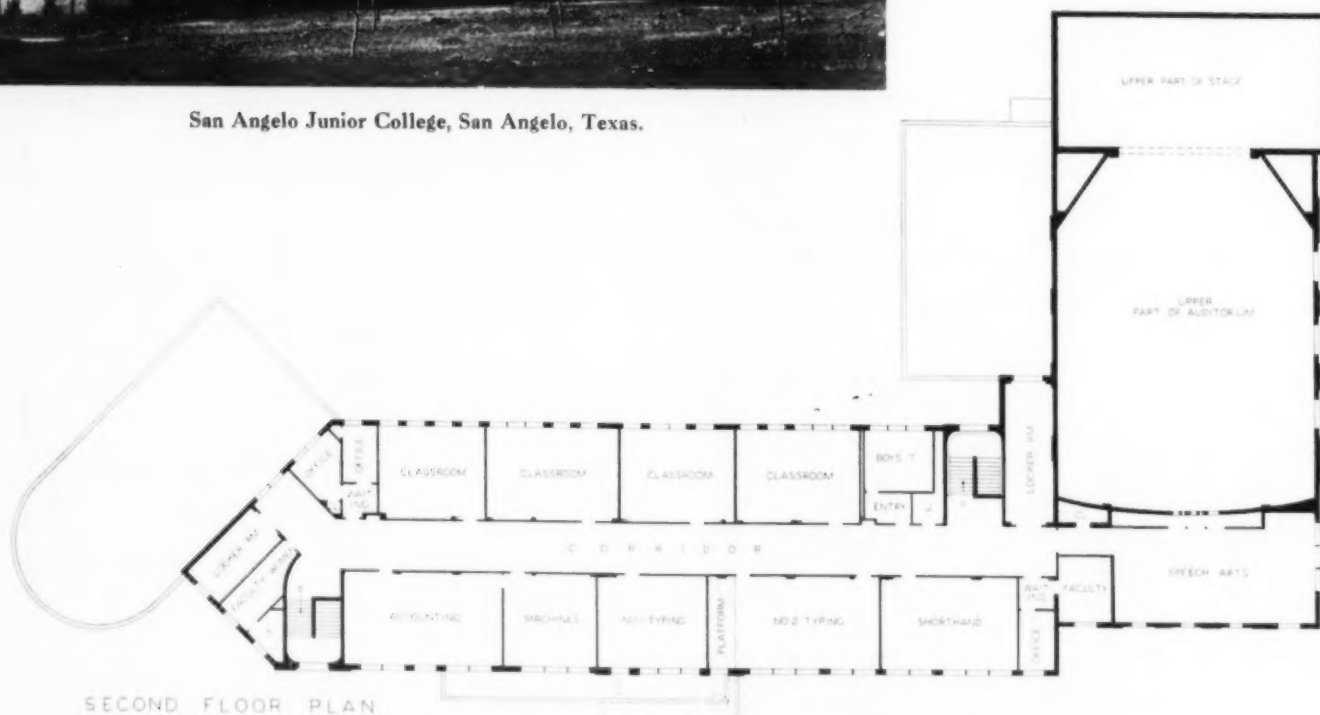
San Angelo Junior College, San Angelo, Texas.

separate administration and library building and to convert the present library into a large lecture room. The administrative offices are to be developed into classrooms and conference rooms.

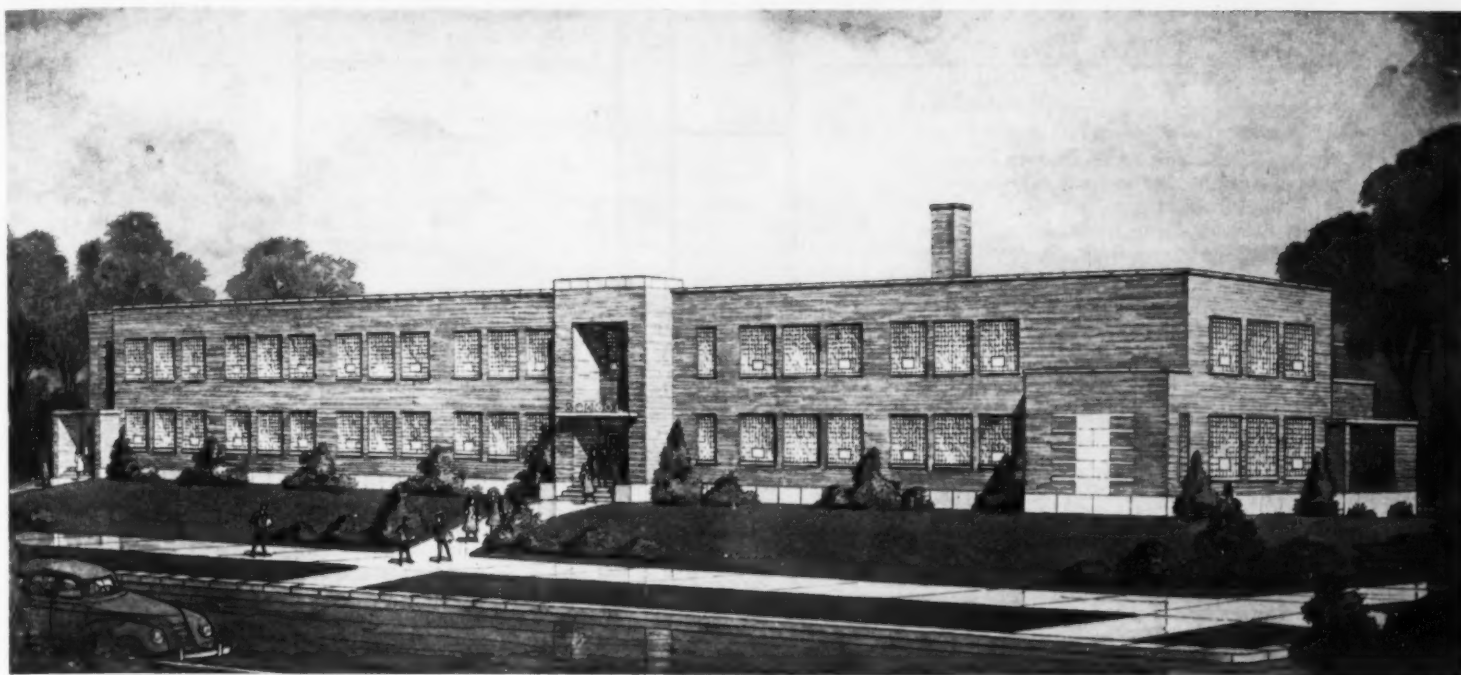
The new building has been erected with funds derived from a bond issue of \$1,250,000, a federal grant of \$50,000, and gifts from local citizens. The building is of monolithic construction with brick exterior walls, concrete floors, and steel roof construction.

The main floor of the building contains at

(Concluded on page 91)



Educational Building, San Angelo College, San Angelo, Texas. — Mauldin & Lovett, Architects, San Angelo, Texas.



Architect's Perspective, Jefferson Elementary School, Sioux Falls, South Dakota. — Hugill, Blatherwick & Fritz, Architects, Sioux Falls, South Dakota.

## New Elementary School, Sioux Falls, South Dakota

*L. M. Fort\* and Carl W. Hermann\*\**

This school, known as the Jefferson School, is built for the elementary grades from kindergarten through the eighth grade, but eventually

will be used only through the sixth grade.

The cost is \$473,000 not including any equipment. The bonds were sold for 1.4 per cent interest and cover a ten-year period.

The building contains 22 rooms plus the

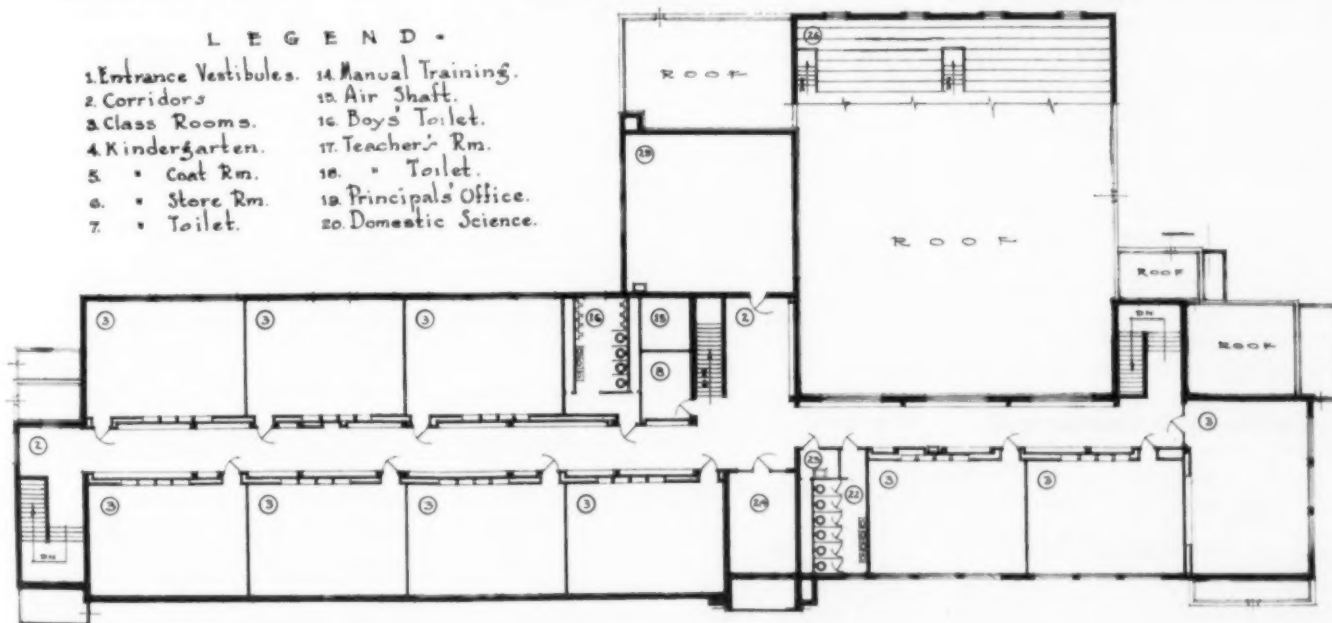
gymnasium-auditorium and offices. It is built in the center of a newly developed section of the city and will be surrounded by new homes. The grounds cover two city blocks and have excellent drainage.

\*Superintendent of Schools.

\*\*Superintendent of Buildings & Grounds.

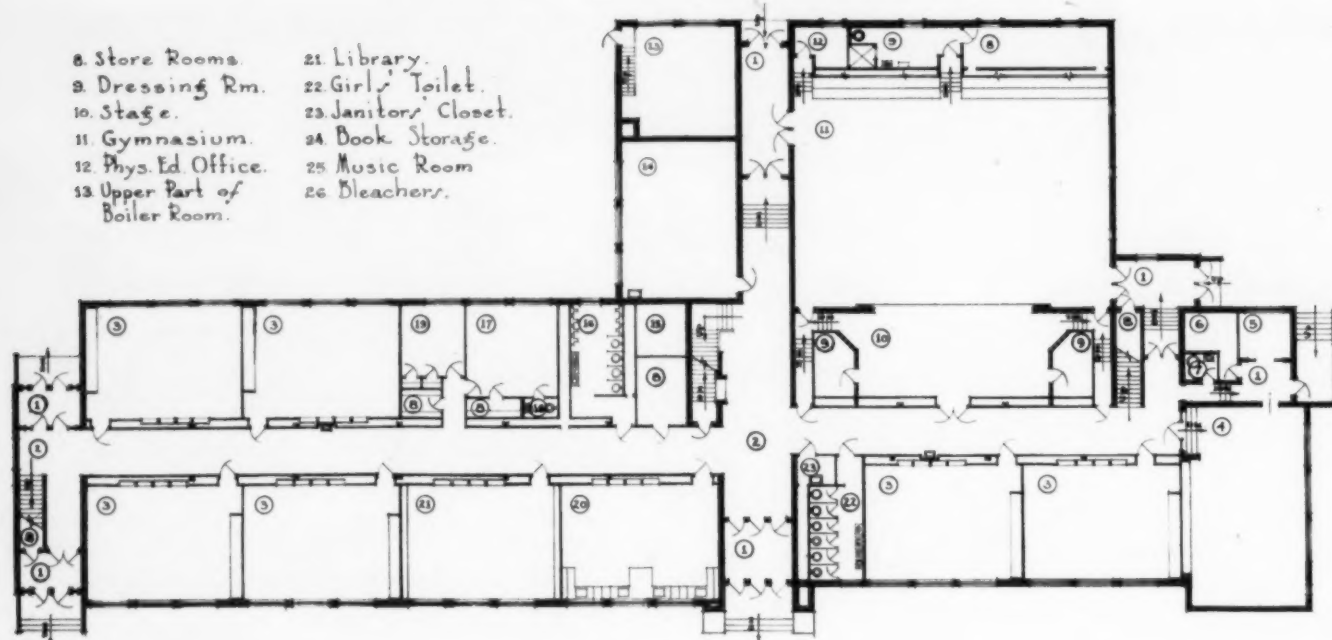
### LEGEND -

- |                         |                         |
|-------------------------|-------------------------|
| 1. Entrance Vestibules. | 14. Manual Training.    |
| 2. Corridors            | 15. Air Shaft.          |
| 3. Class Rooms.         | 16. Boys' Toilet.       |
| 4. Kindergarten.        | 17. Teacher's Rm.       |
| 5. • Coat Rm.           | 18. • Toilet.           |
| 6. • Store Rm.          | 19. Principals' Office. |
| 7. • Toilet.            | 20. Domestic Science.   |



SECOND-FLOOR-PLAN -





FIRST-FLOOR-PLAN -  
Scale 1/4" = 1'-0"

Floor Plan, Jefferson Elementary School, Sioux Falls, South Dakota. — Hugill, Blatherwick & Fritz, Architects, Sioux Falls, South Dakota.

Some of the features deserving special mention include:

1. *The extensive use of glass block.* In order to make use of the large number of clear, bright days which South Dakota affords, we are using the directional block in all classroom windows above the eye level. Below this we are using a block which matches the design of the directional type.

Each room will have two metal sash, 24 by 32 in., containing clear glass and these may be used for ventilation as well as vision. Since we have a complete ventilating system we are not expecting to use these small windows as a means of ventilation except in emergencies.

2. *Fluorescent lighting on wall side of room only.* Tests indicate that we shall not need lights even on cloudy days along the window side of the rooms. However, we are installing outlets for such lights for possible future use at night. Two 40-watt lamps hung in one continuous row should be adequate.

3. *Hot water heat in classrooms.* The heating system consists of two gas-fired boilers with oil stand-by, each boiler of sufficient size to handle the building. A central fan supplies air to each room through duct work above the corridor ceilings. This will be a mixture of fresh and recirculated air and will enter the room at about 68° temperature. Each room will have a hot water coil operated by a thermostat to bring the temperature to 72°.

4. *Tempered water for washing.* Each lavatory will be served with one water line having a temperature of about 115°. This provides the proper temperature for washing and eliminates one set of water lines and faucets.

5. *Recessed cupboards and shelving.* In each classroom we have made provision for recessing the necessary teacher's wardrobe, bookcases, and shelving in the wall between the classroom

and the corridor. Since the only heating equipment in the room will be a single line of pipe under the window sill, the full space of the room will be available for school use.

The building was planned by Messrs. Hugill, Blatherwick & Fritz, architects, and the engineering and supervision of construction is being furnished by the same firm.

### REQUIREMENTS OF A WOOD FLOOR FINISH

Technical committees working for the Maple Flooring Manufacturers' Association have set up a plan for observing the performance of more than 80 commercially available finishes on hard maple floors in schoolrooms and gymnasiums. The Maple Flooring Association has set up 10 qualities which a good floor finish must include:

1. The finish must penetrate the top surface of the wood. The finish must have penetrating qualities which become an integral part of the wood, so that after application it will only wear away as the wood itself wears away.

2. The finish must seal the pores so as to keep out dirt and resist oil stains.

3. The finish, with its penetrating qualities, must not darken the wood, but must give the floor an attractive, satinlike sheen, showing the varying natural color of the wood.

4. The finish must reflect light so as to improve illumination.

5. The finish must prove nonslippery (very important).

6. The finish must not mar, scratch, or flake off.

7. The finish must be of such quality so that if it becomes necessary to touch up worn spots in heavy traffic lanes, this can be accomplished without complete refinishing and with the resulting treatment, show a uniform appearance.

8. The finish or sealer must be resistant to water.

9. The finish, after application, must not present a maintenance problem. It must insure economy in maintenance, so as to eliminate constant resanding and complete refinishing.

10. To repeat, the floors treated with the approved penetrating finish material must be easy to clean and to maintain at the lowest possible cost.

### CORTLAND BOARD APPROVES CHANGE IN BOARD ELECTION

The city of Cortland, N. Y., at its November election, voted to change the method of selecting its board members from appointive to elective.

The board, through its adult-education program attracting over 600 adults, has planned a series of forums, one of which will deal with the studies and the selection of board members.

### WESTMINSTER HOLDS SCHOOL-BOND ELECTION

The school board of Dist. No. 50, Westminster, Colo., called a school-bond election in December, 1948, to obtain approval for a new school-building program which had been arranged. Prior to the election the board, with the assistance of S. Clay Coy, superintendent of schools, prepared a ten-page booklet under the title, *A Message of Importance to All Residents of School Dist. 50.*

The pamphlet was issued in line with the board's policy of informing the public relative to the condition of the schools in the district. A careful study had been made by the board and Superintendent Coy, which indicated the necessity of continued positive planning and the immediate adoption of a further extension schedule in order to properly educate the children in the schools. It has been the purpose of the board to furnish the best educational facilities consistent with the financial ability of the district. The board pointed out that the schools are bulging at the seams—full to overflowing, and that action must be taken to relieve the overcrowding. The pamphlet discussed increased birth rates and their effect on the school enrollment, future increases in enrollment, overcrowding in the high school, growth in enrollment in the grade schools, and closed with a plan for financing the proposed building program.

# For Better School Business Management

## Directions for Scrubbing Floors

Philip J. Hickey, assistant to the Commissioner of School Buildings, of St. Louis, Mo., has recently initiated a plan for scrubbing floors and caring for scrubbing machines. The directions which school custodians are required to follow in the St. Louis schools are as follows:

### Scrubbing Floors That Have Not Been Sealed

The best soap solution, at present, for scrubbing the average floor to be sealed is as follows:

1. To one 14-quart bucket of water add one pint cup of soap powder, at least one-half pint cup of dado; mix well before spreading (use hot water if available). It is very important that enough of this soap solution be spread on the floor so that scrubbing machine is constantly working in a pool of soap water. If this is not done the machine will labor or be overloaded, and will overheat. The best way to prevent this is to have one person with a squeegee to push all excess soap water in front of the machine at all times when in use.

2. Set the scrub brush in the lugs of the machine by hand; any other way may cause the gears to be stripped and cause delay. After the brush is firmly set attach a steel wool pad; the machine is now ready for scrubbing.

3. Whenever it is possible the following suggestions should be used for the best results: First, scrub the entire floor space crosswise, then remove and rinse the steel wool pad and replace the steel wool pad and follow by scrubbing lengthwise or finishing with the grain. This will eliminate laps. Squeegee and pick up all water. Repeat with a second scrubbing, using the same method as above. During the second scrubbing one person should wipe off splashes from dados and baseboards, and steel wool by hand all edges and corners not touched by the machine.

4. Add one quart of bleach to one bucket of clear hot water and spread over the entire space that has been scrubbed. Then repeat with the scrubbing machine as above. After the floor is scrubbed with this solution squeegee again, and then rinse with clear water and mop dry.

NOTE: To get better and quicker results, keep the steel wool pads clean by rinsing often while scrubbing.

CAUTION: See that the machine is washed and cleaned each night after scrubbing. All floors must be inspected and approved by the director before sealing.

### Directions for Scrubbing Floors That Have Been Sealed and Waxed

1. Add one pint of liquid soap into a 14-quart bucket of hot water and mix thoroughly. Then spread the solution over entire space to be scrubbed (or between 500 and 700 sq. ft.); use as many buckets of this solution as are necessary to keep the space properly flooded. See that plenty of soap water is always under the scrubbing machine while it is in use. (The machine will operate easier and cause less trouble.)

2. Squeegee all water from the floor and rinse with a solution of one pint of bleach to one bucket of water; spread this solution over the scrubbed floor and then squeegee. Then follow with clear water and mop dry.

CAUTION: Do not seal the floors until all rubber burns have been removed; use steel wool and rinse often while scrubbing. This method has proved to be very satisfactory.

NOTE: All scrubbed floors are to get one coat of seal and two coats of wax. When sealing floors that have been sealed, stay at least 6 in. from the baseboard and do not apply seal on this space.

### Care of Scrubbing Machines

1. Do not remove the top cover from the scrubbing machine at any time for any reason.

2. Do not oil the machine or motor at any time. All machines are properly oiled and greased when sent to the schools.

3. Do not use the scrubbing machine if it does not run at full speed. This causes the machine to overheat. Call the electrician immediately.

4. Wash all dirt from the machine daily or when you have finished using it for the day. Also, remove the brush from the machine and set it on end to dry. At no time should the brush be set on the fiber.

5. The brush must be set in the lugs of the machine by hand. Do not use other methods as you might strip the gears and cause needless delay.

6. Canvas splash guards must be placed on scrubbing machines and used at all times.

7. When 25 or 30 ampere fuses are installed in panel boards to carry the load of scrubbing machine, be sure to remove the same after a job is completed.

## How We Handle School Petty Cash

P. A. Wickstrom<sup>1</sup>

The management and accounting of the petty cash fund perplexes many superintendents and school board secretaries. By petty cash is meant the currency which is ordinarily kept in the school board office to care for small obligations that must be met immediately, such as freight, postage, cartage, and others.

The chief difficulty with petty cash accounting lies in the fact that provision must be made, not only for the recording and the accounting of moneys received and spent, but the outlays must also be correctly classified and find their place in the school district's final report at the close of the fiscal year.

It is obvious that a school district order and check cannot be issued for every minor expenditure made out of the petty cash drawer. Thus, some quick, accurate method must be found to account for and classify such expenditures.

For some years at Merritt we have been using a simple, unified petty cash system and have found it very satisfactory. This system follows essentially the plan recommended by the State of Michigan Department of Public Instruction. It permits all expenditures to be approved and classified as required by law and meets essentially the statute which requires that all revenues be deposited in a bank and all withdrawals be made by voucher check.

The first step in establishing a petty cash system is to have the board of education set it up by a resolution authorizing and designating the amount to be withdrawn from the bank at certain intervals of time, and authorizing some person to handle it. In many school districts a maximum of fifty dollars is designated as the petty cash fund, and the superintendent is given authority to care for it.

After the cash sum is set up, expenditures are recorded on a form called the petty cash voucher. A typical form contains the following information:

### Petty Cash Voucher

No. .... Date, ..... 1949  
Cash expenditures for items described below:  
Item Account Amount  
Freight on books, J. Swanson AI \$5.  
Approved by: J. Doe, Supt. Received by: B. Smith

This form makes for identification, classification, and approval of each expenditure and is also a receipt for the person making the payment.

At the end of stated periods, say weekly or monthly, a detailed report is made to the board of education of all expenditures from the petty cash fund. This report is made on a blank resembling a cash book page and gives the following information:

1. The cash on hand at the beginning of the period, usually the maximum amount allowed by the board.
2. The date of each expenditure.
3. The name of the person or firm to whom the payment was made.
4. The purpose of the payment.
5. The account number to which the payment is to be posted.
6. The amount of the payment.
7. The balance on hand after the payment.
8. The amount to be asked to replenish the petty cash.
9. A certificate of the superintendent testifying to the correctness of the account.

The advantages of this type of petty cash accounting, which we have used for some years, may be summarized: (1) It provides protection for the administrator and clerk who handle the petty cash. (2) It conforms to most

<sup>1</sup>Superintendent, Merritt Agricultural High School, Merritt, Mich.



## *The American* **School Board Journal**

A Monthly Periodical of School Administration

Edited by

Wm. Geo. Bruce and Wm. C. Bruce

### **CRITICAL ASPECTS OF THE SCHOOL SITUATION**

THE successive "crops of war babies" are developing a serious situation in the public schools with which school boards will be confronted during the next 12 years. So conservative a predictor as Dr. Emery Foster of the U. S. Office of Education, points out that long-time planning on the part of school boards is a serious necessity if their major problems growing out of the total situation—*more school buildings, greater numbers of teachers, and greatly increased gross expenditures*—are to be anticipated.

Three factors enter into the supply of children for the school system, (1) the number of children born, (2) the number living to be six years old, and (3) the holding power of the schools for the 12-year span of school life. The Bureau of the Census estimates of the total number of children show that while in the late 30's we had under 2,500,000 children born each year we have had between 3,000,000 and 4,000,000 born each year for six years from 1942 to 1947 (and there will probably be about 3,650,000 born in 1948).

There have been two unbiased estimates of the number of children who will live to enter the first grade, one by the Metropolitan Life Insurance Company and one by the Bureau of the Census. Since more than 93.8 per cent of these children may be expected to be in school at age six and over 98 per cent to ultimately enroll, the supply of new pupils is very accurately known through 1953 and practically 1954 (those born in 1948) and indicates the additional number of new first-grade teachers needed each year.

There is no reason to expect that the holding power of the schools will decrease. It is more likely that it will increase in the later high school grades.

The growth in the supply of children entering the first grade means that there will be a progressing bulge in the size and number of classes through the high school. Dr. Foster continues in part:

An entirely unbiased and conservative estimate of future elementary and secondary school enrollments made by the Bureau of the Census shows that in April, 1960, there will probably be 7,700,000 more pupils in elementary schools (public and private) than in April, 1947, an increase of 42 per cent, and 1,845,000 more high school pupils, or 29 per cent (two years of "war babies," 1947 and 1948, will not as yet have entered high school in 1960). The total enrollment in April, 1960, may be 9,545,000 larger than in April, 1947, a 39 per cent increase.

For the school years, 1947-48 through 1954-55, the elementary enrollments will increase by 7,103,000, an average of more than 1,000,000 pupils a year. The peak elementary enrollment in 1956-57, will be 26,594,000 pupils. The high schools will be hit hardest from 1955-56 through 1961-62, with a possible peak enrollment of about 8,500,000 in 1960-61.

It is difficult to estimate the additional

number of classrooms which these huge rises in enrollment will require. Even if all present vacancies in existing classrooms are filled by 1960, fully 250,000 new classrooms will be needed, without any allowance for losses for obsolescence, etc., of the existing plant.

Quite as serious as the building problem will be that of finding additional teachers, 25,000 of whom will be required each year for three years beginning in 1952. There are in present staffs of the schools several thousand teaching vacancies, and some 98,000 teachers are classed by the N.E.A., as substandard in preparation. The estimated supply of students training for teaching is below the normal annual need for new teachers. Finally, as Dr. Foster points out, the students are not preparing for grade teaching positions:

In 1946 the public elementary schools used 65 per cent and the public high schools 35 per cent of the total teaching staff. For the next 7 years the proportion of teachers needed by the elementary schools will continue to increase and then the increasing proportion will gradually shift to the high schools, as the wave of new children passes through the 12 grades. Only 37 per cent of the college students completing courses of study entitling them to standard teaching certificates in 1948 were preparing to enter the elementary schools and 63 per cent were prepared to enter the high schools, almost the exact reverse of the proportions that are needed.

The trend since 1941 has clearly been for a smaller and smaller percentage of the total number of trainees to prepare to enter the elementary schools each year, while it has been clearly evident from the number of births in 1942 and each year since that there would be an increasing need for elementary school teachers beginning in 1948. The crisis is now upon us and because of the lack of long-term planning under our decentralized system of higher education, in which the colleges are administratively divorced from the elementary and secondary schools, we are caught with even the trend being in the wrong direction. Moreover, we are apparently powerless to remedy the situation except to cry a warning from the house tops and hope that something may happen.

The entire situation in all its gravity should have the serious attention of school boards so that it may be met, especially on the local and state levels, by careful planning and constant readjustment of policies.

### **THE RIGHT KIND OF ARCHITECT**

A WISE critic of his own profession has divided all architects into two classes. The typical member of one class believes that as an architect he is a God-sent gift to humanity and that his designs and plans must be accepted by his favored clients as similar gifts. The man in the second class considers himself a purveyor of good architecture who accepts the desires of his client as deserving respectful consideration, to be corrected where wrong, but to be used for the development of useful, beautiful, and economical structures, all within the client's limitations and willingness to pay.

Every school board of long experience has met these types of architects. In public work, the latter class only can be employed. The school board must insist that its architect has a thorough respect for the technical knowledge and wisdom of the professional schoolmen who are setting up the educational needs to be served by a new school building. The architect must accept the school board as a civically minded group, whose sole interest is in the total welfare of the community and whose desire for a good building is circumscribed by its understanding of local limitations of tax ability to pay and of other modifying conditions. Finally, the architect employed must work honestly, wisely, with full respect for all state and local laws, and with a fair regard of the rights of contractors and building craftsmen.

### **AN UNPOPULAR ATTITUDE**

THE word *economy* so much heard during the depression years of the thirties has become almost obsolete in governmental circles. In fact, the man who insists upon discussing economy in the public service, whether it be general government or school government, is likely to be misunderstood as a reactionary or an enemy to a sound program of public education, or health, or any other essential service. And still the element of economy is today more necessary of consideration than ever before.

True economy in any social or political undertaking must not be misconstrued as a curtailment of service or a reduction of staffs, or even of outlays. It means rather a careful evaluation of old and new enterprises on the basis of a well-balanced total program, say of education, so that the outlay of effort and public funds produces the best desirable returns in improving the personality and the lot of the individual citizen and the total welfare of the community and the state. It means the elimination of luxuries, the discontinuance of outworn and costly school organizations and of activities which favor the few at the expense of the larger group. It means the replacement of opportunistic planning with long-range consideration of the educational needs of the children and of adults. It means too the placing of the burden of educational costs where it legally and logically belongs, particularly upon the state.

The movement for reorganizing rural school districts, in the states of the middle west, is a fine expression of the acceptance of the principle of economy. While the enlargement of school administrative and attendance areas and the adjustment of taxes will save some money and eliminate some teaching jobs, the real purpose is to broaden the quantity of educational service

and improve the quality of teaching and of schoolhousing. Unless all signs fail, there will be in the end, little or no drop in the total state outlays for education. But the betterment in the schools will produce a dollar's worth of schooling for the dollar spent which is the justification of any tax spending.

Unquestionably, the application of any economy plan is more difficult during prosperous times than it is during a period of depression. The school board member, the superintendent, and the school-business executive who would apply a strict test of ultimate economy have a difficult role. It is easy to fall into the attitude of accepting the idea that public purchases can be made only at higher prices, that this or that gadget must be included in a new school building as an example of the school's desire for progress, that the test of continuing a school service shall be an old precedent rather than a present need.

The initial documents of the Hoover Commission for the reorganization of the Federal Government give promise of setting up many principles which deserve study by school administrators. The spirit as well as the recommendations, seek higher efficiency and genuine service, but they insist upon the test of economy. The schools must use a similar test.

### PUBLICITY OF PUBLIC-SCHOOL ACTIVITIES

THERE has been a tendency in recent years on the part of school authorities to depart from conventional reports and statistical information and to set forth in attractive form the achievements of educational institutions under their control. Genuine publicity values have characterized the typography and illustrations of the official documents, particularly of the more progressive city school systems.

These departures have proved timely. School authorities are coming more and more to understand that, in addition to performing the educational function assigned to them, they must also stand ready to let the public realize the worth of the educational and social results attained.

There is one reservation which must be made concerning school publicity. School authorities must refrain from self-laudation. To demonstrate the fact that the schools are performing a splendid task is sufficient commendation for those in charge of them. The school executive and his immediate staff must remain in the background. The board of education as a whole certainly deserves such recognition as a favorable report may provide, but the political or personal self-interest of a board officer has no place in a school document.

### Word From Washington

## The Truman Program for Education

Elaine Exton

Presidential support for universal, free public education is in the American tradition. Since George Washington commented in his first statement to Congress that "knowledge is in every country the surest basis of public happiness" and "in one in which the measures of government receive their impressions so immediately from the sense of the community as in ours it is proportionately essential," most of the nation's Presidents in their inaugural addresses or State-of-the Union messages have enunciated policies to foster equality of educational opportunity for every American child.

Harry S. Truman ranks among the foremost Presidential supporters of public education because of his active efforts to obtain legislation authorizing a federal grants-in-aid program for operating expenses of public elementary and secondary schools.

### Federal Aid for Elementary and Secondary Schools

Reiterating his stand that the Federal Government should furnish financial assistance—without federal control—to help the states maintain adequate public school systems, President Truman said in his Budget Message to Congress on January 10, 1949: "We are not yet assuring all the children of our nation the opportunity of receiving the basic education which is essential to a strong democracy. In many areas, teachers' salaries are low, particularly in the elementary grades. Too many are leaving the profession; too few are entering. Enrollments are rising. As a result, overcrowded classrooms and substandard instruction are common. As the large number of children born during and after the war reach school age, the situation will become even worse."

"Many states are finding it difficult, even with high tax rates, to pay adequate salaries or to take other corrective measures. It is therefore urgent that the Congress enact legislation to provide grants to the states in support of a basic minimum program of elementary and secondary education for all our children and youth. This Budget (as well as the preceding one) includes a tentative appropriation estimate for 300 million dollars for such grants in the fiscal year 1950. . . . It is also estimated that \$250,000 will be needed to administer this federal aid program."

Although more than 20 federal aid-to-education bills have already been introduced in the new Congress, the one that comes closest to embodying the program advocated by President Truman in the Senate is bipartisan S. 246 (the successor to S. 472 of the 80th Congress) which authorizes an annual appropriation of \$300,000,000 for the purpose of helping the states, particularly those in greatest need, to provide a basic education for all school-age children and to more nearly equalize educational opportunity throughout the nation by setting up a minimum foundation school program.

If this legislation is enacted in its present form, it will guarantee a minimum expenditure of \$50 per year for the education of each child attending public school in the United States. Allocation of the funds to the states will be directly in proportion to the wealth of the state. No state will receive less than \$5 for each child of school age.

The moneys appropriated are to be issued by the Federal Treasury to the state treasuries and expended at the direction of the educational officials of the respective states. The states may use the funds according to the provisions of state constitutions and state laws governing the use of state and local school dollars for current operating purposes. Federal control of educational policies is explicitly prohibited. In states where schools are maintained for separate racial groups, such schools will receive federal funds in proportion to the ratio of the minority groups to the total population of the state.

Senator Elbert D. Thomas, Democrat of Utah—who introduced S. 246 in the United States Senate on January 6, 1949<sup>1</sup> and heads the Senate Labor and Public Welfare Committee to which it was referred—believes that the teachers of the country were a factor in electing President Truman, and he is exerting leadership to speed enactment in the Senate.

A number of related bills have been dropped in the legislative hopper of the House and an Administration measure, essentially the same as S. 246, may soon be offered. In the 80th Congress, the Republican leadership did not permit similar legislation to come up for a vote in the House. This time the outlook is more promising. Representative John Lesinski, Democrat of Dearborn, Mich., who chairs the House Committee on Education and Labor has indicated he favors the proposal and the Democratic victory in the November election has placed Congressional leaders who are more sympathetic to the legislation in key positions.

In short, prospects for the passage of a general federal aid bill for current public school expenditures in the 81st Congress are the brightest they've ever been.

### Education in the President's Budget

Harry S. Truman considers the preparation of the Budget "one of the most important duties of the President . . . (since) under the laws of our country, the Budget, when approved by the Congress, becomes the plan of action of the Federal Government. He refers to the one he recently sent to Congress as "the clearest expression that can be given at this time to the program which the Gov-

<sup>1</sup>In addition to Senator Thomas the other cosponsors of bill S. 246 are Democrats—Senators Hill (Ala.), Murray (Mont.), Neely (W. Va.), Chavez (N. Mex.), Pepper (Fla.), Ellender (La.), Long (La.), McGrath (R. I.), chairman of the Democratic National Committee; Republicans—Senators Taft (Ohio), chairman of the Senate Republican Policy Committee, Tobey (N. H.), Aiken (Vt.), Smith (N. J.), Ives (N. Y.), and Morse (Ore.). A bill in the same form—S. 472—passed the Senate in the 80th Congress by a vote of 58 to 22.



## Word From Washington

ernment of the United States should follow in the world today."

What then does the Budget of the United States Government for the fiscal year ending June 30, 1950, reveal concerning President Truman's policies for federal action in education? Space only permits focusing attention on some of the high spots of the Truman program and precludes discussing interesting presentations that relate to education in this historic 1429-page document.

In addition to general federal aid two other major recommendations in the President's Budget Message that directly concern education will require the enactment of authorizing legislation, namely, elevating the Federal Security Agency to Cabinet rank and initiating nationwide surveys to determine educational building needs and the most practical means of providing a system of general scholarships and fellowships for college youth. The President's proposals for new legislation also include passage of bills to create a National Science Foundation and to inaugurate Universal Military Training. The cost of the latter program is estimated at 600 million dollars for the first year but "when in full operation this program may require expenditures of 2 billion dollars annually."

### Raising Federal Security Agency to Cabinet Status

In his Budget statement President Truman again requests "that the Congress give Departmental status to the Federal Security Agency." Federal Security Administrator Oscar R. Ewing has referred to this proposed new government unit as the Department of Human Resources. Since he considers that the nation's first ranking resource is its people he finds it incongruous that human welfare should lack representation in the Cabinet on a comparable basis with other major national interests.

The Administration bill to convert the Federal Security Agency into a full-fledged Department with a Cabinet officer at the helm—H. R. 782—was introduced in the House on January 5, 1949 by Representative William L. Dawson, Democrat of Chicago, Ill., who heads the House Committee on Expenditures in the Executive Departments. Senator John L. McClellan, of Arkansas, who chairs the comparable committee in the Senate is considering introducing similar legislation in the Upper Chamber.

The Dawson bill is one of the simplest thus far presented on this subject. It provides for constituting the Federal Security Agency an Executive Department of the government to be known as the Department of Welfare and to be administered by a Secretary of Welfare, an Under Secretary and two Assistant Secretaries, appointed by the President with the advice and consent of the Senate. The Under Secretary and Assistant Secretaries are to "perform such duties as the Secretary shall direct." This is in line with Mr. Ewing's view that he would "rather not have them assigned since the administrative job is colossal and needs a free hand."

In recent testimony before the House Committee on Expenditures in the Executive Departments, former President Herbert Hoover who heads the Commission on Organization

of the Executive Branch of the Government, stated that he thought it was going to be necessary to set up some Department of the character set forth in Congressman Dawson's bill, remarking that "it would give the dignity of a Cabinet position and better co-ordination which might take place by such action."

At this writing, legislation granting the Federal Security Agency Cabinet status appears to have a good chance of passage in the 81st Congress notwithstanding the position the National Education Association, the American Association of School Administrators, and other important professional educa-



tion groups have taken in support of establishing the U. S. Office of Education as an adequately financed independent agency under a National Board of Education to be appointed by the President with the consent of the Senate for long overlapping terms.

Certain consolidations of administrative functions within the Federal Security Agency have already been effected. The United States Budget for the new fiscal year shows a shift of \$48,289 from the salary estimates of the U. S. Office of Education to provide for the transfer of some Office of Education information and publication service employees to the Office of the Federal Security Administrator. An additional shift involving \$54,124 has been made to cover the transfer of the staff of the U. S. Office of Education Library to the Federal Security Agency's Division of Service Operations in a move to consolidate all the libraries of the FSA.

### Federal Aid for School Construction, College Scholarships

President Truman's submission of a tentative estimate of 1 million dollars for conducting two nationwide surveys—one of "educational building needs and the adequacy of state and local resources available to meet

these needs," the other "to determine the soundest and most practical means of providing additional opportunities for capable young people who could not otherwise afford a college or university education" is interpreted in some quarters as presaging a program of federal aid in these fields. This impression is borne out by a later comment in his Budget Message that "grants to states for these purposes are not anticipated before the fiscal year 1951."

Further light on the Administration's attitude toward federal aid for school construction is furnished by the remarks that follow from a speech Presidential Assistant John R. Steelman delivered to the Southern Governors Conference at Savannah, Ga., December 13, 1948: "Over the past ten years or more, substantial consensus has been achieved on a method of providing federal financial support for operating costs. . . . However, as yet, there is no such general agreement in the case of federal financial assistance for construction. I would not say that we should never look forward to federal aid for building schools. I do think, however, that careful study is necessary to determine the need for the location and kind of buildings required to provide educational opportunity for children, youth, and adults. Such planning, evident in some areas now, should precede and accompany long range programs of school construction."

Despite the more cautious approach of the Administration to the problem of school building shortages, a dozen or more bills channeling federal funds to the erection of school facilities have already been introduced in the 81st Congress. In the opinion of officials of the National Education Association and the National Council of Chief State School Officers, the best of these is bill S. 287 offered by Senator Matthew M. Neely, Democrat of West Virginia, "to provide grants to assist the states, territories, and dependencies in the construction of (public) elementary and secondary schools."

Senator Neely's measure authorizes a total appropriation for the United States and its outlying possessions of \$100,000,000 for the first fiscal year (beginning July 1, 1949) and \$500,000,000 for each of the next five fiscal years. This proposed legislation provides for administering the program through educational channels at federal and state levels and arranges for a continuing, comprehensive survey of school construction needs.

Dr. Ralph McDonald, executive secretary of NEA's Department of Higher Education, predicts that a National College Scholarship Bill will be introduced in Congress under bipartisan sponsorship. He estimates this program would require a minimum appropriation of \$100,000,000 for the first year of operation which he computes "would open college doors to 200,000 to 250,000 talented youngsters."

More than a year ago The President's Commission on Higher Education recommended that a National Program of Federal Scholarships and Fellowships administered by the states in accordance with general standards set by the Federal Government be inaugurated at once "to establish greater equality of educational opportunity for those able and interested in continuing their education beyond high school . . . by eliminating, at least in part, the economic factor in determining col-

(Concluded on page 52)

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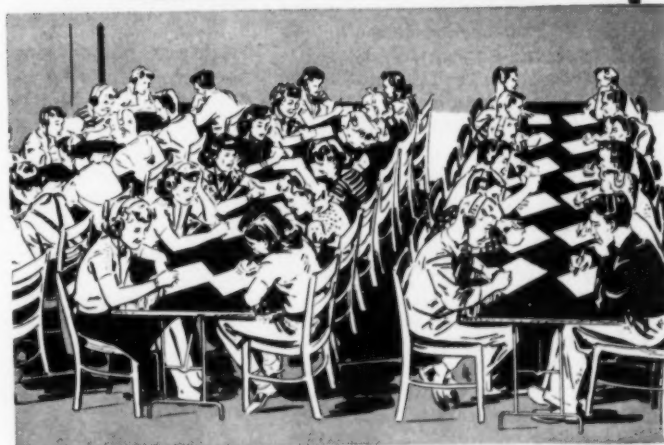
EITHER CHILDREN WITH DEFECTIVE HEARING IN THE HIGH TONES WERE MISSED BECAUSE THEY CORRECTLY GUESSED DIGITS SOLELY FROM THE KEY VOWEL SOUNDS

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As a result, individual pure-tone tests became the only effective means of detecting all true losses. However, the value of this accuracy gained has often been questioned in the light of both costs and the time consumed in such a program.

Now, a new method (called the "Massachusetts Hearing Test") has combined the precision, accuracy and qualitative analysis of individual testing pure-tone audiometers with the mass testing convenience of group audiometric equipment.



P. W. Johnston of the Massachusetts Department of Health states that "Forty children can be tested with this method (the Massachusetts Hearing Test) and all papers graded in approximately 17 minutes." Scientific retests by pure-tone individually proved the accuracy of the first sweep tests.

In his tests, Johnston utilized Maico RS group audiometric equipment (A.M.A. accepted) or other group audiometric equipment on hand in conjunction with the Maico D-8 (portable) or D-9 (table) model individual pure-tone audiometers (both A.M.A. accepted).

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City \_\_\_\_\_ Zone \_\_\_\_\_ State \_\_\_\_\_



## Word From Washington

lege attendance." This plan called for an appropriation of \$120,000,000 the first year to give aid to about 300,000 talented, undergraduate, nonveteran students who could not continue their education without such assistance as well as an additional \$15,000,000 to furnish fellowships for 10,000 qualified graduate students. The initial sums were to be increased annually for a period of several successive years.

### Continuation of Established Government Programs

For the most part the federal educational activities previously authorized by Congress are continued at approximately last year's level in President Truman's Budget for the new fiscal year. A total of about \$34,000,000 is again requested for the present programs in the U. S. Office of Education. This includes \$1,934,200 for salaries and expenses. Under the Smith-Hughes Act there is a continuing permanent appropriation of \$7,150,000 for the promotion of vocational education. In addition the sum of \$19,842,000 is requested for the further development of vocational education under the George-Barden Act. Leaders in the American Vocational Association believe that the full amount—approximately \$29,000,000—authorized by the George-Barden Act is needed in the states and are holding conferences to determine how the situation can be met.

Notable increases are requested for education programs of the Bureau of Indian Affairs and the U. S. Department of State. The new estimates for the education of American Indians add \$1,003,300 to last year's \$11,196,700 appropriation for this purpose. If granted, the raise will enable the Bureau of Indian Affairs to provide for the attendance of 666 additional children in reservation, boarding, and day schools and cover cost-of-living increases in the operation of government schools as well as higher tuition charges in nongovernment ones. About 27,252 Indian pupils are now being cared for in this way.

The new Budget does not come to grips with the Navajo problem pointed up by William E. Warne, Assistant Secretary of Interior, in an address to the Indian Rights Association in Philadelphia, January 27, 1949, when he remarked: "How can we believe seriously that the responsibility of the Federal Government to the Navajo has been completed when the facts are that 65 per cent of the 64,000 members of this tribe cannot speak English or read or write despite our promise in a Treaty 80 years ago to provide them one school teacher for each 30 children?" (At present 7300 Navajo children are in school out of a total of 24,000 school-age youngsters.)

"The principal change contemplated in the program of the Department of State is the planned expansion of information and education activities," according to President Truman's Budget Message. The sum of 36 million dollars for an international information and educational exchange program is included in the 1950 appropriations estimates, an increase of 4.5 million dollars over the estimates of the previous year.

An explanatory statement in the Budget

report says this program is "designed (1) to disseminate abroad information about the United States, its people and policies; and (2) to promote an educational exchange service to co-operate with other nations in the interchange of persons, knowledge, and skills; to render technical and other services; and to interchange developments in the field of education, the arts, and sciences. This program includes activities financed in previous years from the appropriation 'Co-operation with the American Republics' expanded for 1950 under authority of the Smith-Mundt Act to include the Eastern Hemisphere as well."

### Dispersal of Federal Educational Activities

Aside from any administrative changes that may be implied in his endorsement of Cabinet status for the Federal Security Agency, there is no passage in President Truman's Budget Message that provides for grouping the major educational undertakings of the Federal Government in a single agency—a procedure that many professional educators think would enable the United States Government to discharge its educational responsibilities more effectively.

The policy statements of leading national education bodies supporting the transfer of the School Lunch Program and the Office of Vocational Rehabilitation, for example, to the U. S. Office of Education are not realized in the Budget submitted by President Truman. This carries a request in the appropriations estimates of the United States Department of Agriculture for \$75,000,000—the same

amount as last year—to carry out the provisions of the National School Lunch Act and again seeks funds for a separate Office of Vocational Rehabilitation in the estimates of the Federal Security Agency.

At the request of the National Council of Chief State School Officers, Senator Wayne Morse (R, Ore.), has reintroduced his bill "to co-ordinate the educational functions of the Federal Government in a single agency." The terms of Senate bill 656 set up the United States Office of Education as an independent agency of the government under a National Board of Education and provide for transferring to it the two afore-mentioned projects, the Division of Aviation Education of the Civil Aeronautics Administration, and the Education Section of the U. S. Treasury Department's Savings Bonds Division.

### POOLING SCHOOL INFORMATION

Perhaps the greatest fault of school trustees is the temptation to be concerned only with the problems of the local school district. Many of those problems can only be solved on a statewide or a national basis. Most of the problems of the local school district are typical of and similar to the problems of other school districts. The "know-how" of school board functioning can never be fully acquired within the limits of local school district activity. The pooling of experience and knowledge by school trustees throughout the State and nation is the only way the local school board can equip its members, as trustees of the community, for complete and well-rounded service to the public schools.—J. PAUL ELLIOTT.



### STARTS 65th SCHOOL BOARD YEAR

R. Lee Hawkins, seated left, is beginning his 65th year as a member of the St. Landry, Louisiana, school board, and his 20th year as president of the board. He was first elected a member of the

board at the age of 20. Congratulating him are Bryan Littell, standing; Supt. S. A. Moncia, shaking hands; and E. A. Cummings, seated right.

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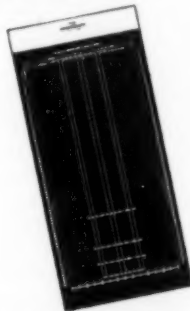
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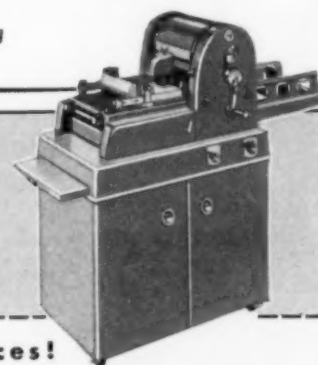
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## "NEW LOOK" IN HOME-ECONOMICS CLASSROOMS IN PITTSBURGH, PENNSYLVANIA

In his annual report for 1947-48, Supt. Earl A. Dimmick reports that the Pittsburgh schools are making family living the focal point in the home-economics instruction. The courses recognize the fact that family life has changed and that modern household equipment, transportation, the automobile, and rapid communication have all brought changes in the home.

Under the direction of Superintendent Dimmick, a city-wide program was set up during the year 1947-48, which provided for up-to-date equipment in all phases of homemaking education. It was desired that classes should present the subject with a definite relationship to all students, who are to become the homemakers of tomorrow. A study of pupil needs, community living, and occupation possibilities was undertaken preliminary to the adoption of the new program. And all home-economics rooms have taken on "the new look."

### Teachers Aid Planning

Following preliminary conferences, a drawing was made for each classroom with suggested possible layouts for curriculum needs. In some schools, it was deemed advisable to do a complete room at a time; in others in order to stretch the budget, it was necessary to add from year to year complete units according to the planning drawing so that, when finished, it would look the same as one done entirely at one time. Another advantage to this plan is that it gives every school an opportunity to work with modern equipment adding interest to teach and contributing to the present trends of everyday living.

In this direction, the old straight-line cooking tables with bunsen burners were replaced by modern home kitchen stoves one at a time, each a complete unit in itself. The laundry was located in a section of the kitchen along with a kitchen unit so that they can be used for demonstrations not only for our students but for adult groups which might meet with the students during class time or for evening classes as well.

The clothing rooms feature living centers where students may work in small groups; built-in bookshelves for up-to-date books and magazines for class use; attractive bulletin boards with new and novel ideas for everyone; good looking draperies made by the students themselves to harmonize with the paints; storage space for furniture refinishing and upholstery and facilities for laundering or dyeing articles such as blouses, sweaters, and draperies.

### Community Needs Met

The living rooms, or efficiency apartments, with powder room and kitchenette, which have replaced small dining rooms and bedrooms, are large enough for class use and offer excellent opportunities for home management and household service courses. Storage space is provided for child care and home nursing equipment which is movable and can be used in any of the homemaking rooms.

The school officials believe that in a democracy a school system should meet the needs of the community. Toward this end the home-economics department has attempted to work out with each community a program which will be adapted to the types of small communities within the city.



## NEW SUPPLIES AND EQUIPMENT

### "COLOR CONDITIONING" FOR SCHOOLS

Reduction of eyestrain is at the core of a system of "Color Conditioning" for schools, developed by the Du Pont Company. More and more attention is being devoted these days to protecting the eyesight of school children, and to giving them conditions which are helpful for study. "Color Conditioning" finish of schoolrooms seeks to provide seeing comfort and a good environment for study and to avoid glare and other unfavorable conditions.

The DuPont Company manufactures "Color Conditioning" paints, which are made to withstand heavy abuse and to resist soiling. Their use often results in maintenance economies over a period of years. In working out a system of functional painting for schools, DuPont experts have done considerable research and experimental work on "brightness engineering." A four-page study in colors on the subject is available.

The human eye can record wide differences in brightness, but it is a strain to do so. The scientific value of "brightness ratios" has been worked out in seeking to provide ideal conditions for seeing. Here is the way it works: Brilliant sunlight has about 1,000,000 times more brilliance than starlight—so the ratio of starlight to sunlight is 1 to 1,000,000. With appropriate instruments, the light reflectance of a surface, such as a desk top or a wall, can be measured. If a dark desk top reflects only 5 per cent of the light which strikes it, and the white walls in the schoolroom reflect 85 per cent, the "brightness ratio" is expressed as 5 to 85 or 1 to 17.

Objective tests have shown that such a ratio of 1 to 17 is uncomfortable over a period of time. Every time a child looks up from a dark desk to a bright wall, it requires a muscular adjustment of his eyes, which in time creates eyestrain. The only practical way to correct an unbalanced ratio is through intelligent selection of colors for various surfaces within the field of vision. In other words, the contrast between the desks, chairs, walls, and other objects in the room should be reduced to a common sense minimum.

The brightness ratios in the field of view of a schoolroom should never be more than 1 to 10. Upon the working areas used by children, the ratio should be as low as 1 to 5. If the recommendations of the DuPont "Color Conditioning" system for schools are properly carried out, most ratios may be kept within the favored limits.

The DuPont system recommends that "all classroom colors be on the grayish side so as not to be too aggressive. As such, they are less likely to become monotonous, are less disturbing, and

far more practical in concealing dust, stains, and abuse." It is also recommended that a uniform system of bright symbols and colors be used to mark hazards, to guide traffic, and to identify fire protection equipment and safety devices.

In general, a proper combination of the use of color and lighting can provide visual comfort and emotional relaxation for pupils and teachers alike in the classroom, auditorium, playground, laboratory, or anywhere else in the school building.

For information write to E. I. du Pont de Nemours & Co., Wilmington, Del.

For brief reference use ASBJ-301.

### NORTHERN HARDWOOD FLOORING INDUSTRY REPORTS ON PRODUCTION

The Northern Hardwood Flooring Industry has issued a report on production for the year 1948, showing a total of 67,658,000 feet of hard maple, beech, and birch flooring for the year, or an increase of 20.8 per cent over the year 1947. Industry figures for 1948 shipments totaled 70,155,000 feet and for new book orders, 68,375,000 feet, or an increase of 15.6 per cent in shipments over 1947, and a decrease in new orders booked of 2.2 per cent compared with the previous year. It is reported that stocks are low in comparison with prewar years, showing an average of 3,671,000 feet in 1948.

With substantial increases registered for production for the third straight year, builders are assured of hard maple, beech, and birch flooring for all types of building projects.

The Maple Flooring Manufacturers' Association, at Oshkosh, Wis., has elected new officers for 1949. W. C. Abendroth, Rhinelander, was elected president; D. S. DeWitt, Oconto, was named vice-president; L. M. Clady, Oshkosh, secretary; and W. W. Gamble, Jr., White Lake, treasurer.

### AMERICAN-STANDARD BEGINS EXPANSION PROGRAM

Because of continuing demands for American-Standard heating and plumbing products, the American Radiator & Standard Sanitary Corporation, Pittsburgh, Pa., has embarked on an expansion program to give it enlarged facilities for serving its ever widening market. The firm has completed two new plants on the west coast.

The \$22,000,000 building program includes an additional plant and enlargement of the existing plants. The firm has taken steps to obtain a war surplus plant in New Orleans, which will be converted into a pottery capable of producing thousands of pieces of vitreous chinaware daily. This new plant will be completed ready for use next fall.

*Additional "New Supplies and Equipment News" on Page 94.*

### EDUCATIONAL TELEVISION SERIES FOR PRE-HIGH SCHOOL STUDENTS

The first major television network enterprise in the field of daily education for pre-high school students has been established by officials of the National Education Association, the boards of education of New York City, Philadelphia, and Baltimore, and the National Broadcasting Company.

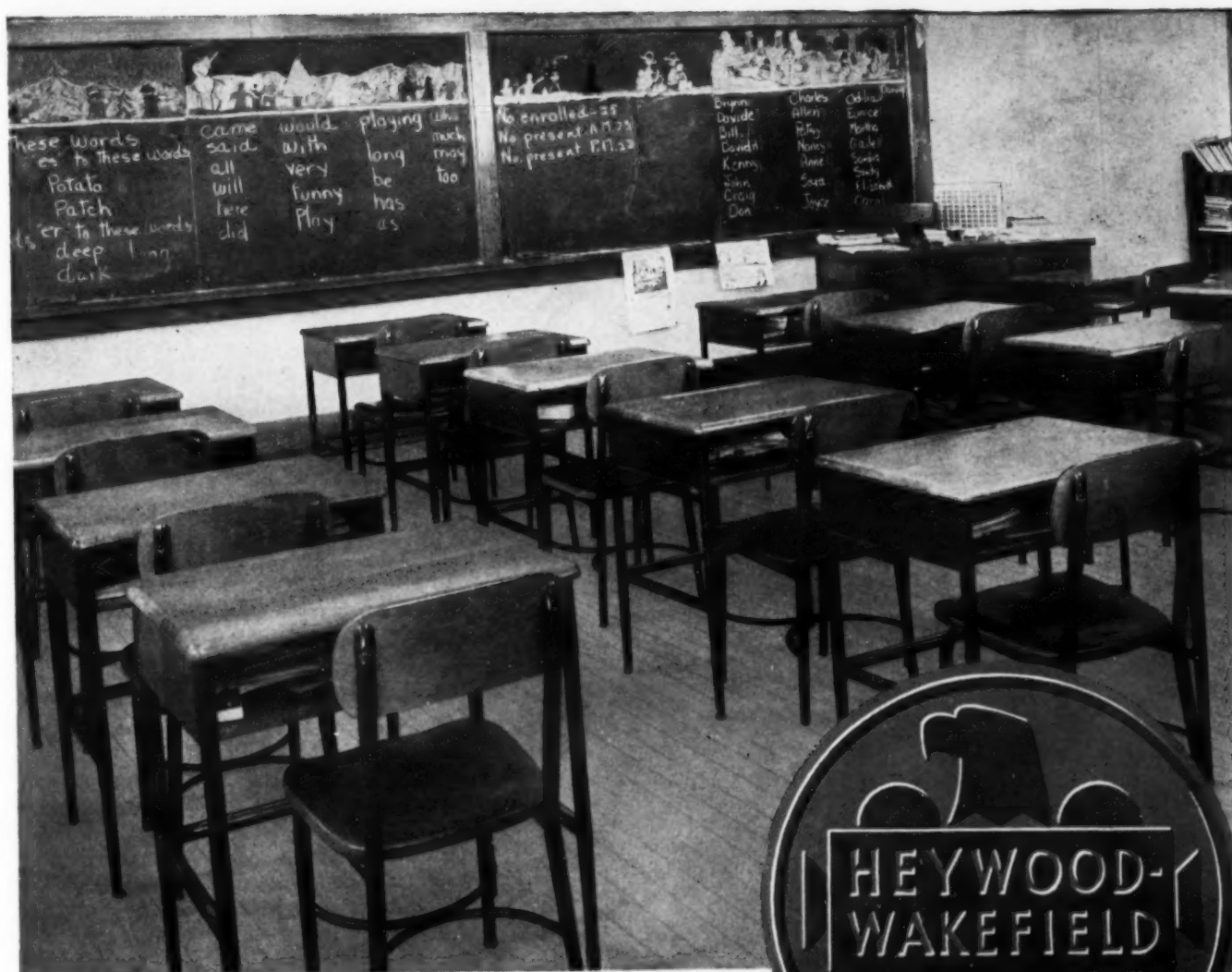
The series of telecasts, devised for children of pre-high school age is being conducted Mondays through Fridays, at 5 p.m., EST, over the NBC television network. The series under the overall title, "Stop, Look, and Learn," encompasses a wide range of subjects, including geography, history, government, science, literature, and music. The titles of the programs include The Little Theater, the Explorer's Club, Your Uncle Sam, Science in Your Life, and Folkways in Music.

### CALIFORNIA ASSOCIATION OF SCHOOL ADMINISTRATORS RECOMMENDS USE OF HAISLEY FORMULA FOR DETERMINING SALARY OF SUPERINTENDENT

The California Association of School Administrators, at its meeting at Visalia, on January 14, adopted resolutions approving the Haisley formula for determining the salary of the superintendent. The formula prepared by Dr. Otto W. Haisley, of Ann Arbor, Mich., has been applied to a wide sampling of positions in the state of California and has been found to establish a base pay for the superintendent similar to the satisfactory pay being received currently by superintendents. It was recommended that the use of the formula for setting the range of salaries be used in the various districts of the state.

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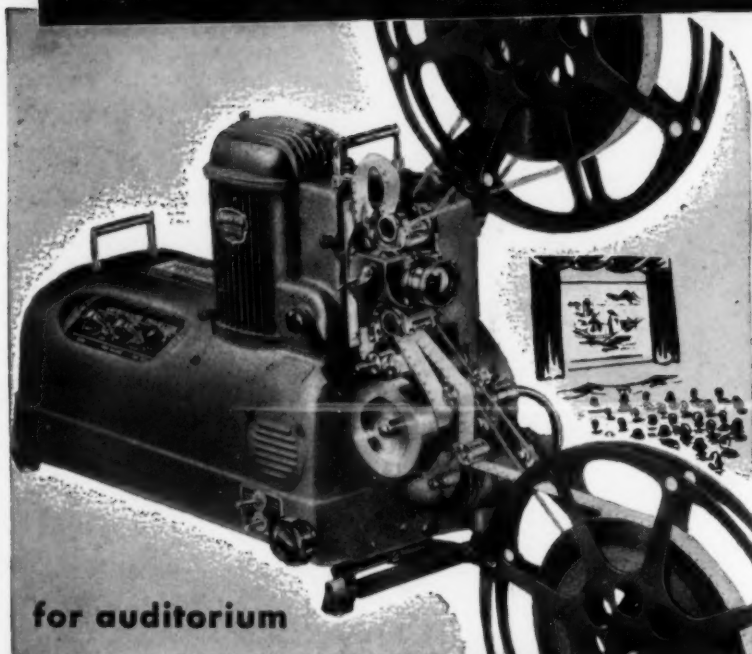


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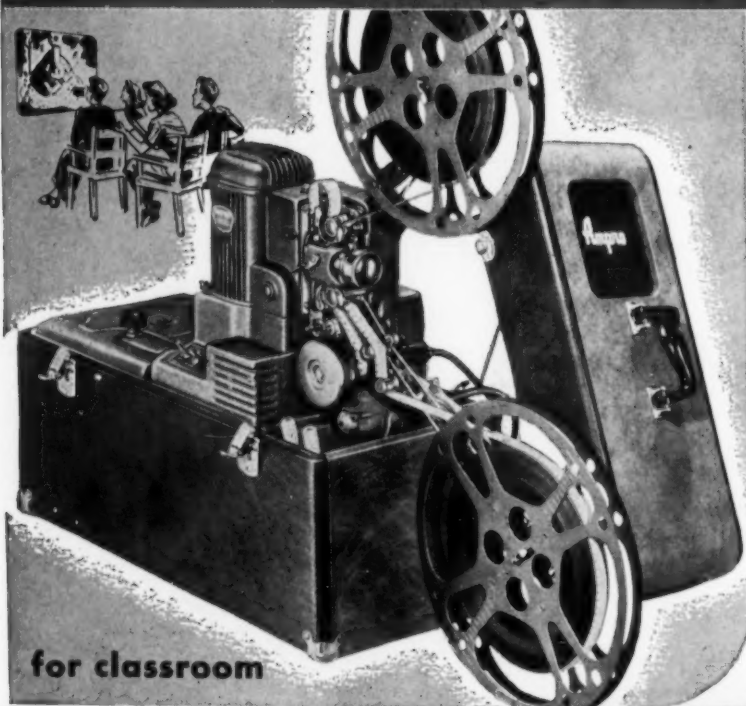


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## NATIONAL SCHOOL BOARDS MEETING IN ST. LOUIS

Excellent growth in membership and a clear-cut understanding of its functions as a federation of state school boards associations were demonstrated by the National School Boards Association at the annual convention held in the Statler Hotel, St. Louis, Mo., on February 25 and 26, 1949. Under the genial presidency of Dr. David Rose, of Goldsboro, N. C., and the energetic steering of Secretary Robert Cole of Springfield, Ill., the Association adopted a new Constitution which included the following significant Preamble:

Recognizing that the nation's future is dependent on the complete education of its youth, that in unity there is strength, and that exchange of ideas is important at all times; that co-ordination of effort on the part of all educational forces interested in the betterment of education is necessary; and also recognizing that school boards are in a strategic position to bring about needed improvement of public education, we believe a National School Boards Association will aid in accomplishing these ends.

As direct means of implementing these important aims, the Association agreed to (1) work in the direction of interesting an increasingly greater number of school boards in its work and to strengthen its financial structure until a full-time executive secretary can be employed. (2) It was voted that the component state organizations exchange their bulletins and periodicals as a means of acquainting all the officers and leaders with the school problems of the several states and the effective means used by the Associations in such important undertakings as the reorganization of school districts, bettering school support, promoting legislation, etc. There are now more than 34 state associations in existence and a majority belong to the national organization. The sharing of experiences is for the time being the best means of stimulating the state organizations in their legislative work and in their service to local boards of education.

### Public School Public Relations

Three aspects of public school public relations formed the subject matter of an informative session on Friday afternoon, led by three experienced public relations men. Bernard I. Griffith, secretary of the National Public Schools Relations Association, declared that good school public relations are not primarily publicity but rather good school administration and a way of life for all members of the school staff through which the community learns of and appreciates the service of the schools. Charles O. Wright, secretary of the Kansas State Teachers' Association, argued that good public relations must be based upon the confidence which the people have in the school board and the staff, and this confidence must grow out of the high standards of unselfish service which the boards give as spearheads for educational improvement and the welfare of the children. Robert F. McCoole, technical personnel manager of the Monsanto Chemical Co., St. Louis, argued that from the standpoint of industry and business, the best

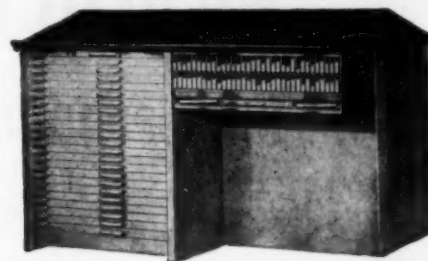
public relations of the schools are the end products, the young men and women, who have a serious attitude toward life and anxiety to succeed in their occupations. As General Omar Bradley recently wrote, "Youth must have more awareness of its duties and responsibilities than its rights and privileges."

The annual banquet presided over by Mrs. Irma Friede, president of the Missouri School Boards Association, was the occasion of an extended address by the Rev. Dr. C. Oscar Johnson, retiring president of the St. Louis board of education. Dr. Johnson urged that the home, the school, and the church must lift up the child to higher life purposes. He expressed some worry lest the proposed federal

aid to education may result in a lessening of the freedom of the schools. He condemned selfishness and political-mindedness on the part of school board members.

### Federal Aid Discussed

Conflicting opinions on federal aid to education were expressed by members of the Association after hearing two able presentations of the subject. Dr. Guy M. Phillips, secretary of the North Carolina School Boards Association, argued that the schools are in the midst of a financial crisis which can be met only by providing additional funds for new buildings, salaries of personnel, and teaching materials. These funds should come in part from the



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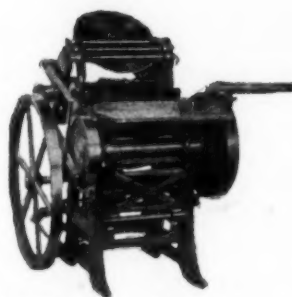
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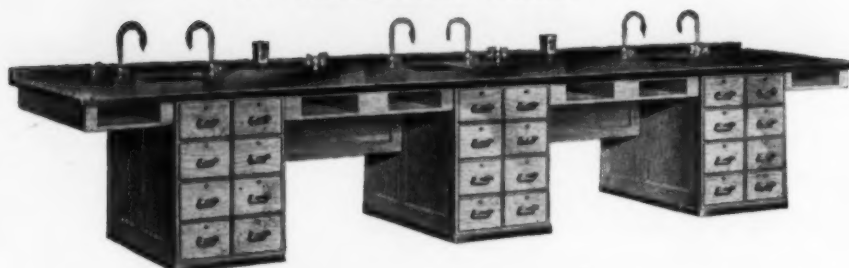
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Federal Government which now is supplying a minimum. He laid down five basic principles of financial educational support and outlined five major difficulties which plague educators who are seeking adequate support. The danger of federal control of education arising out of federal aid is wholly unlike the control which the Federal Government exercises over business. The latter control comes out of distinct authorization in the Constitution. No such control over the schools is possible because the power to conduct education belongs essentially to the states and is omitted from the Federal Constitution. Federal aid, in Dr. Phillips' opinion, should be considered an investment in the effectiveness of future Amer-

icans. It will enable the states to fully realize upon their investment in education, much of which is lost because it is insufficient to achieve its ends.

Dr. Millard W. Bell, of Wilmette, Ill., presented the advantages and the underlying thinking of the N.E.A. measure for federal aid (S 246) and argued that it is a means of getting funds for education "where the wealth is" and of spending them "where the children are."

The dangers of Communism and the necessity of teaching the values of the American way of democratic life and government formed the subject matter of a luncheon address on Saturday noon by J. Paul Elliott, president of

the Los Angeles, Calif., board of education. We are drifting into dangerous attitudes toward life, in Mr. Elliott's opinion, in our neglect of the basic exercise of liberty, the unwillingness to assume risks and to take initiative, and show enterprise. We are seeking too much security and are putting too much dependence for personal and economic welfare upon public agencies and safeguards, so that we are losing our ancient ideals of independence and self-reliance.

In our teaching of democracy we must do such a thorough job that our young people will be willing to promote it and make sacrifices for it. We must build up a thorough understanding of the essential error of materialistic, atheistic communism and its avowed determination to destroy our democracy. In concluding his plea, Mr. Elliott outlined a sevenfold program which is being developed in Los Angeles to spread democratic understanding among the youth.

### Officers Elected

The Association elected as its 1949 officers the following: president, J. Paul Elliott, Los Angeles, Calif.; first vice-president, Dr. Ray K. Daily, Medical Arts Bldg., Houston, Tex.; second vice-president, E. E. Clark, Naperville, Ill.; directors, Robert Gustafson, Grand Junction, Colo.; Clifton D. Smith, Freeport, N. Y.; Gano D. LeMoine, Cottonport, La.; executive secretary and treasurer, Robert M. Cole, Springfield, Ill.

Mr. Elliott, in assuming the chair, outlined some of the problems of the Association, the need for greater exchange of information, and the desirability of a full-time secretary.

### Resolutions Urge Federal Aid

In its resolutions presented by a committee headed by Clifton D. Smith of New York State, the Association committed itself to (1) encourage school boards to attend its conventions in order to promote education and co-ordinate the efforts of local school boards, (2) to promote adequate financial support of the schools, (3) to better the service of the schools in upholding American ideals, (4) to expand the use of school facilities as community centers, (5) to support UNESCO for better world understanding and educational co-operation, (6) to promote teacher recruitment and education, (7) to urge local school boards to provide in-service training of teachers. The text of the resolution 8 reads:

"Be it resolved by the N.S.B.A. that equal educational opportunity for all our people is essential to the maintenance of our democratic institutions. That to insure such equal educational opportunity it is urged as follows:

"First, that each state to the extent of its financial ability guarantee by appropriate legislation and state contribution to needy school districts an adequate minimum of educational opportunity.

"Second, that the Federal Government pass appropriate legislation to provide federal aid to those states unable to financially support an adequate minimum standard of education; said funds to be administered by the states in aid of needy districts without jeopardy to the traditional American policy of local control of public schools."

The executive secretaries of state school board associations held a conference under the chairmanship of Dr. Calvin Grieder, of the Colorado School Boards Association, for the discussion of mutual problems.

An exhibit of state association periodicals and bulletins brought together materials from Illinois, Nebraska, Colorado, California, Louisiana.

## SCHOOL BOARD CONVENTIONS



### NEBRASKA STATE SCHOOL BOARDS AGAINST SALE OF SCHOOL LAND

The Nebraska State School Boards Association, at its meeting February 7, in Lincoln, went on record against the proposed sale of school lands. The group adopted a series of four resolutions which call for (1) broadening of the state tax base by the adoption of a sales tax or an income tax, (2) more adequate and effective reorganization program, (3) a rejection of the proposal that the remaining school lands be sold, (4) a strengthening of the mail route act for the improvement of rural roads.

Dr. N. E. Viles, Washington, told the schoolmen to complete long-range plans before building new school structures. F. B. Decker, of the State Department of Education, called for a recodification of the school laws. Governor Griswold spoke on "Observations in Europe and Implications for State School Problems."

The Association elected officers for 1949 as follows: president, Lucien Fuhrmeister, Hooper; vice-president, R. C. Brown, Holdrege; acting secretary, Charles Hoff, acting treasurer, Mrs. Beth Christiansen.

### PENNSYLVANIA SCHOOL BOARDS HOLD 1949 CONVENTION

Delegates to the 53rd annual convention of the Pennsylvania State School Directors Association, held in Harrisburg on February 3 and 4, approved cost-of-living increases in teachers' salaries, if necessary, but agreed there should be no boost in the present mandated salaries.

They also favored liberalization of the retirement systems and a cost-of-living adjustment for teachers now retired. The directors urged that a merit rating system be adopted to determine teachers' increments and opposed the use of public school teachers to take the 1950 federal census.

The association passed a resolution favoring a guarantee of no cut in state subsidies to any district when the Tax Equalization Board's findings are substituted for local assessments in determining state aid. It also called for postponement until July 1, 1950, the date for a change in state school grants based on new assessments. The Tax Equalization Board, created in 1947, was empowered to determine market values of real estate in all school districts. This agency has found already that market values run about three times higher than assessment valuation throughout the Commonwealth. A bill postponing the effective date of basing subsidies on market values as determined by the Tax Equalization Board was up for a vote in the State Senate shortly after the directors' convention ended.

Another resolution adopted at the sessions calls for enactment of a law requiring all vehicles to stop in both directions when coming upon a school bus loading or discharging pupils. Eight bills to this effect have been introduced in the State Legislature now convening in the Capital City.

### Oppose Involuntary District Mergers

The Pennsylvania school directors also passed several resolutions relating to mergers of districts. Their actions on this subject follow:

"That the Tenure Law be clarified and amended to permit newly formed joint boards or new boards of merged districts to employ the necessary supervisory, administrative, and teaching staffs without tenure obligation to the teachers employed by the districts making up the jointure or merger.

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"That additional subsidy be provided joint boards to offset any loss that may be brought about by the enactment of Senate Bill 33, which changes the base and effort in determining the district's reimbursement fraction.

"That we support Senate Bill 68, which makes provision for joint boards to operate on a committee basis, conferring on them all the powers granted to the individual boards and within the limits of the budget adopted by the joint board.

"That the amount of appropriation be increased to joint boards by raising the 75 per cent factor.

"That mandated mergers of small districts is not desirable and that such mergers should be by a vote of the people.

"That a uniform assessment and central tax collection agency be provided for merged or union school districts.

"That the law be amended so that transportation appropriation will be paid to merged districts when they change their class or when boroughs and townships merge to form a new district."

Delegates also voted to urge teachers to emphasize "the American Way of Life" and the principles on which it is founded and "oppose the activities of any group which seeks to undermine it."

The directors requested that \$4,000,000 be appropriated by the Legislature to help pay for new school buildings. Other resolutions indicated the association favored the limitation of provisions of the minimum salary and increment law to teachers holding valid certificates for the subjects or grades they teach, postponing until July 1, 1951, the penalty of \$300 for using emergency certificates for the same teacher or



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position for more than one year; the clarification of directives handed down by the Superior Court in the Hatfield Case, which requires school districts to handle athletic and other extracurricular accounts; the increase of per capita tax maximum from \$5 to \$10; co-operation between the Directors' Association and the Teachers' Association to consider common problems; changing the probationary period of two years to the same as three-year period for permanent certification of teachers.

#### New Officers Elected

The following officers were elected: E. W. Painter, Forest Hills, president; Frank E. Snyder, Liberty, first vice-president; Dr. William B. Grove, Mercersburg, second vice-president; Dr. A. J. Strohecker, Reading, third vice-president; and P. O. Van Ness, who was renamed executive secretary for his twelfth term.

New regional directors are: B. Albert Smith, Hopewell Township, District No. 2; Hugh A.

Lawhead, Lawrence Township, District No. 4; Max Lauer, Londonderry Township, District No. 6; Edgar Downey, Pottsville, District No. 8; and Alvin Swenson, Philadelphia, District No. 10.

In his annual report, Van Ness pointed out that the association has grown from about 800 member boards in 1936 to 2200 boards at the present. He reported that approximately 1200 directors were registered and that 1500 attended one of the sessions.

Governor James H. Duff, one of the convention speakers, told the delegates that "the point of tax saturation is coming close to being here. Federal Government is overlapping state government in many fields of taxation and shows a tendency to increase this practice."

The Governor also said, "Unless we are willing to revitalize the government at home and make people realize they are paying for what they get, we won't continue to have the kind of country that we have had."

Another speaker, Dr. Walter D. Head, author, commentator, and lecturer, suggested a recruiting campaign to enlist young men and women into the depleted ranks of the teaching profession. He predicted that America eventually will follow England's system of education.

#### Dr. Haas Warns School Boards

Harrison Wood, radio commentator, who also spoke during the convention, emphasized that America's "colossal system of education and research" has given us the means to destroy civilization. He urged educators to take steps to make students understand Communism and its effect on the lives of the people it touches.

John N. O'Neil, chairman of the State Tax Equalization Board, explained that "inequalities in school subsidies and local taxes" have resulted because of "inadequacy of assessed valuations" compared with market values of property throughout the state. He reported the assessed valuations total about \$8,711,426,531 and market value, \$23,679,102,869.

Dr. Francis B. Haas, State Superintendent of Public Instruction, warned against "too much concern with administration and finance." He declared, "We must not forget that our primary function is education."

#### PENNSYLVANIA SECRETARIES CONVENTION

The 35th annual convention of the Association of School Board Secretaries of Pennsylvania was held in Harrisburg, February 3, combined in part with the directors' sessions.

Officers elected by the secretaries are Howard S. Fernsler, Pottsville, president; the Rev. Elias H. Phillips, Lower Paxton Township, near Harrisburg, vice-president; Ralph E. Boswell, Harrisburg, secretary; and Mrs. Anna Krajack, Port Vue Boro, near McKeesport, treasurer. Other members of the executive committee are R. L. Thompson, Altoona; Stewart S. Veale, Hazleton, retiring president; and Leadom Y. Tuckerman, Media.

The secretaries' association also went on record in favor of a law to require all traffic to stop while school buses are loading or unloading. It asked, too, that the Hatfield Case decision be clarified. Another resolution provides life memberships for all past presidents with 20 years' standing.

In his annual report, President Veale approved the Local Tax Law as it applies to "home rule." He pointed out that the association must choose for public education "between independence as local governing units and complete subservience to the state." Veale added,

"Public education should be locally supported and controlled, under the protection of state laws, instead of supported and controlled by the state through its purse strings and under the compulsion of its laws, accompanied by state reports, inspections, regulations, and uniformities."

Secretary Boswell reported 1002 members up to the time of the convention, but he expects at least 50 additional memberships by May 1. These figures are about the same as those for 1948. Attendance at the convention reached about 350, higher than last year, Boswell said.

#### FAIRFIELD COUNTY (CONNECTICUT) SCHOOL BOARDS DISCUSS EDUCATIONAL LEGISLATION

The Fairfield County Section of the Connecticut Association of School Boards met with Governor Bowles, on March 4, in Hartford, to discuss educational legislation. The chairmen of boards of finance, superintendents, principals, and county leaders in education were present.

It was an important meeting because of the very fundamental ideas which Governor Bowles had placed in his message on education submitted to the general assembly. Teacher training by liberal arts colleges was taken up and aroused a good deal of interest. Governor Bowles is considered a friend of education and is taking an active part in educational leadership.

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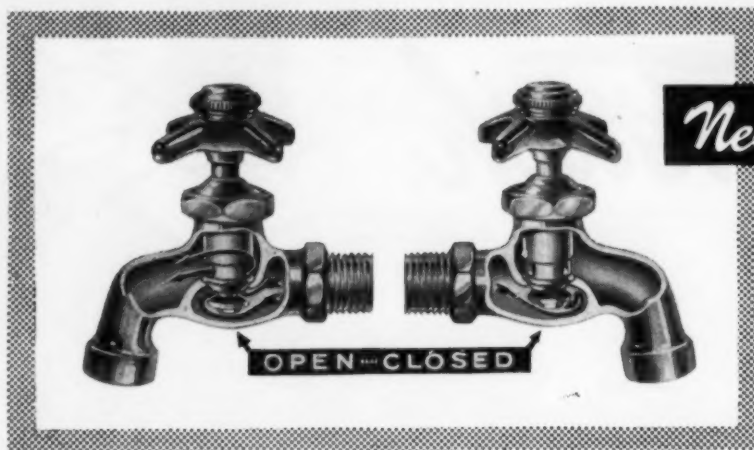
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## SCHOOL FINANCE AND TAXATION

### WASHINGTON STATE BOARD ADOPTS 1949 BUDGET

The Washington State Board of Education has adopted a total budget of \$182,064,700 to meet school needs during the 1949-51 biennium. The largest item in the appropriations is \$132,764,700 for state school support for the two-year period, which includes the 95.5 million dollars for the 1947-49 biennium, with the additional sums necessitated by enrollment increases and by support adjustments per classroom unit consistent with rising living costs. The budget also provides county equalization payments of 7.5 millions dollars, state assistance to school districts for plant facilities, nursery school and recreation support, and education facilities for handicapped children.

The board stressed need for support of four key legislative proposals:

1. The constitutional amendment to strengthen local school district support
2. The appointment of the state superintendent by the State Board
3. The reorganization of the county superintendent's office
4. The training of elementary and secondary teachers by all state institutions of higher learning.

### FINANCIAL INDEPENDENCE ASKED FOR NEW YORK CITY SCHOOLS

The Public Education Association of New York City, following a report of a study made by Frederick C. McLaughlin, its educational director, has urged financial independence for the New York City board of education. The Association declares

that a financially independent board would be a step toward better schools.

Mr. McLaughlin's report, published under the title, "Fiscal and Administrative Control of City School Systems in New York State," reviews the history of boards of education throughout the state, and cites the fact that most school boards in the smaller communities are financially independent of local city governments. New York City's nine-member board is financially dependent upon the city administration for funds with which to conduct the school system. The report recommends that the city school board exercise to a greater extent the independence of city officials and be given complete independence through the right to determine its own budget and to call for taxes to support it. The board should have the right to determine its own capital outlay budget and the right to build at least 18 new schools a year to replace obsolete buildings.

### ST. LOUIS INVESTS SURPLUSES

The school board of St. Louis, Mo., has voted to invest its surplus funds in U. S. government short-term securities, to yield 1 per cent interest. The board estimates that it will realize from \$50,000 to \$60,000 a year from such investments. The board found that it had lost considerable money during the past five years because it had allowed its idle cash to remain in a checking account in the bank.

### SAVING THE PROPERTY TAX

At a convention of the New England State Tax Association, in October, 1948, Frederick L. Bird, director of Municipal Research for Dun & Bradstreet, Inc., New York City, argued that the property tax is the most important and dependable form of taxation. As reported in the *National Tax Journal*, he said:

"Despite its many defects, the flexibility and dependability of the property tax make it exceedingly important for local financial stability and indispensable to local autonomy. The property

tax has traditionally been the balancing item in the local budget, the flexible item to be adjusted to make up the difference between inelastic miscellaneous sources of revenue and total requirements. Although there was much delinquency in the 1930's, most of the revenue was not lost but merely delayed. Local sales and income taxes have not proved themselves in a period of deflation and are unsuited for all except the large metropolitan areas.

"The flexibility of the property tax has been hedged about within recent years by arbitrary rate limits and unwise exemptions. The states should take steps to restore the property tax to its budget-balancing role, but without placing a disproportionately heavy responsibility on the tax. Among the more hopeful aids are: (1) substantial amounts of supplementary revenues of a not too volatile character; (2) the freeing of local governments from financial responsibility for costly emergencies, such as unemployment relief, which are not a part of their normal governmental functions; (3) more recognition of the unequal distribution among communities of ability to pay taxes and of variations in necessary costs of government; and (4) more effective control of local expenditures."

### FINANCE AND TAXATION

► Rockford, Ill. The board of education has approved its 1949 budget calling for \$3,310,725 for the operation of the schools. The budget includes a tax levy of \$2,576,600, which is based on an assessed valuation of the city of \$325,000,000.

► Garrett, Ind. The board of trustees has created a cumulative building and sinking fund for the erection of new school buildings and the remodeling of old school buildings. A special levy is being asked of 30 cents on each \$100 of property valuation, which is expected to bring into the schools approximately \$9,000 a year for five years.

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## PERSONAL NEWS

### EARL JAMES McGRATH NEW COMMISSIONER OF EDUCATION

President Truman has appointed Earl James McGrath, of the University of Chicago, as the new Commissioner of Education, to succeed John W. Studebaker. Acting Commissioner Rall I. Grigsby has been carrying on the duties of the office since the resignation of Dr. Studebaker.

Born in Buffalo, N. Y., Dr. McGrath was graduated from the Buffalo Technical High School in 1920. He holds a B.A. degree and an M.A. degree from the University of Buffalo, and received his Ph.D. degree from Chicago University in 1936, which was followed by the degree of doctor of humane letters conferred by Coe College in 1946.

During World War II, Dr. McGrath had the rank of lieutenant commander in the navy and was officer in charge of the educational services section for the Bureau of Naval Personnel.

In the fall of 1946 he was a member of a 10-man Mission to Germany to survey the school system in the American-occupied zone. As a member of the President's Commission on Higher Education, Dr. McGrath was in charge of the extension of education to the underprivileged and minority groups, and served as consultant to various state colleges.

More recently, he has filled the position of Professor of Education at the University of Chicago.

Dr. McGrath is editor of the *Journal of General Education* and author of a number of books on education.

### Dr. Morphet Joins U. S. Office

Edgar L. Morphet, of Tallahassee, Fla., has been appointed Chief of School Finance in the U. S. Office of Education in Washington. Dr. Morphet, who succeeds Dr. Henry F. Alves, has been a specialist in both national and state school administration and finance for many years. He formerly served as general consultant to the Florida State Department of Education.

### PERSONAL NEWS OF SUPERINTENDENTS

► Supt. J. O. VENCILL, of Temple, Tex., has been re-elected for another year.

► Supt. JOHN B. HEFFELFINGER, of Newton, Kans., has been re-elected for another two-year term, beginning August 1.

► L. P. McDOWELL, of McComb, Miss., has accepted the superintendency at Magnolia.

► PHILIP L. McNAMEE, who resigned on January 31 as Assistant Superintendent in Charge of Vocational Education in Chicago, has accepted the position of Director of Educational Research for the American School, at 58th and Drexel Sts., in Chicago.

► L. H. LAMB, of Manitowoc, Wis., has accepted the superintendency at Hastings, Mich. He will enter upon his duties with the opening of the new school term in September, 1949.

► LLOYD S. MICHAEL has been elected superintendent of schools at Evanston, Ill., to succeed F. L. Bacon.

► RUSSELL BUTT has been elected superintendent of schools at Brownstown, Ind., to succeed Ralph Denney, who has resigned.

► DR. WILLIAM H. FLAHERTY, of Passaic County, N. J., has been appointed Deputy Commissioner of Education in Connecticut, to succeed Dr. F. E. Engleman.

► Supt. CARL H. PORTER-SHIRLEY, of Newport, R. I., has been re-elected, at a salary of \$7,400 a year.

► DR. WILLIAM E. WENNER, superintendent of schools at Ashtabula Harbor, Ohio, died at his home on January 13, of an acute heart attack. A graduate of Westminster College, New Wilmington, Ohio, he was assistant principal in the Wooster College Preparatory School from 1907 to 1909, and taught in the summer sessions of Kent State Teachers' College. He had been superintendent at Ashtabula since 1909 and was in point of service one of the oldest school executives in Ohio.

► JOHN CALLAHAN, 83, state superintendent of Wisconsin schools for 28 years, has announced that he will not seek re-election at the spring election. A veteran of 63 years in school service, he is retiring at the end of his present term. G. E. Watson, of Wauwatosa, is one of a field of candidates for the office.

► Supt. J. R. JONES, of Garden City, Kans., has been re-elected for his eleventh year.

► The Chicago, Ill., board of education has appointed three assistant superintendents, at \$14,000 annual salaries. The appointees recommended by General Supt. Herold Hunt are PAUL R. PIERCE, HOBART SUMMERS, and MISS MARY E. COURTENAY.

► Supt. HOBART M. CORNING, of Washington, D. C., has been re-elected for another three-year term.

► Four new administrators have been elected for the city schools of Providence, R. I. ELMER R. SMITH was elected assistant superintendent in charge of instruction; EDMUND A. QUINN was named director of curriculum research; VINCENT A. MCKIVERGAN was elected director of personnel; and PETER A. DONNELLY was named director of research and information.

► DR. WILLIAM M. ALEXANDER has been elected superintendent of schools at Winnetka, Ill., to take effect July 1, 1949. He succeeds Dr. Harold G. Shane.

► ELMO E. SPOERL has been elected supervising principal of schools at Metuchen, N. J. WILLIAM E. BRAGNER, PLYMOUTH, N. H., has been elected to succeed Mr. Spoerl as high school principal.



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#### Schools and School Districts

Where a school reorganization committee disorganized three common school districts and attached the territory therein to another district, and the district court on appeal found the orders of the committee to be reasonable and lawful, and thereafter members of the school boards of disorganized districts brought suit to enjoin the reorganization committee from carrying out its

orders, the pendency of an injunction suit did not prevent the order of the committee from becoming final within the meaning of the statute validating the final orders. *Kansas general statutes* supp. of 1947, § 72-5629. — *Rempel v. Kobs*, 199 Pacific reporter 2d 194, Kans.

The inclusion of territory in a school district is not invalid because such property is not taxable or because it is included merely to secure additional revenue for the district. *Alaska comp. laws* of 1933, §§ 1311-1326. — *In re Kake School Dist.*, 11 Alaska 186.

#### School District Government

Minnesota school boards and school districts have only such powers as are granted by statute. — *Board of Education of City of Minneapolis v. Sand*, 34 Northwestern reporter 2d, 689, Minn.

#### School District Property

Under the Pennsylvania statute authorizing the board of school directors to sell unused and unnecessary school lands by public auction, or upon sealed bids, or at a private sale with the approval of the court, the board could expose the land to public sale or receive bids in lieu of a private sale, where the court refused to approve a private sale to a person specified in the petition of the board for approval, because substantially higher offers were received. 24 P.S. § 672a (a-c). — *Petition of School Board of School Dist. of Borough of McKees Rocks*, 62 Atlantic reporter 2d 20, 360 Pa. 285.

#### School District Taxation

A school stadium and an attached athletic field, to be used for the training of football teams to carry out the physical education program of the city schools as prescribed by the state board of education, constituted a "school building" and land therefore, which could be financed by a municipal bond issue under the Mississippi statutes authorizing the issuance of such bonds for the erection of school buildings and the purchase of land therefor. *Miss. code* of 1942, §§ 3598, 6416, 6423, 6665, 6666, 6670. — *Nichols v. Calhoun*, 37 Southern reporter 2d 313, Miss.

#### School District Claims

In an action against the owner and operator of a bus used for the transportation of school children for injuries sustained by an alighting school child who tripped over the edge of a culvert from which a sharp steel prong extended, whether the driver was negligent in stopping the bus so close to the edge of the highway that the child could not remove herself a safe distance therefrom without stepping into the ditch, and in then starting the bus immediately so as to force the child into a dangerous area, was for the jury to decide. — *Lempke v. Cummings*, 34 Northwestern reporter 2d 673, Wis.

#### Status of Teachers

A Maine plaintiff, declaring on a contract of present unconditional employment as a teacher by a defendant town, in an action to recover wages for the balance of the school year after the plaintiff's discharge, because she had no state teacher's certificate, could not recover on the theory that the contract was one of employment to commence if, when, and only on condition that the plaintiff obtained such a certificate. *R.S.* 1944, c. 37, §§ 156, 158, 159. — *Perkins v. Inhabitants of Town of Standish*, 62 Atlantic reporter 2d 321, Me.

A classroom teacher having teacher tenure rights did not abandon them by accepting employment of an administrative nature in the office of the superintendent of schools, in the absence of express manifestation of intention to abandon such rights, and in view of the practice of the employer school board to recognize that under such circumstances a teacher's tenure rights were preserved. *M.S.A.* §§ 130.22 to 130.32, 130.22, subd. 2, 130.23, 130.24. — *Board of Education of City of Minneapolis v. Sand*, 34 Northwestern reporter 2d 689, Minn.

The Illinois statutes regarding the employment and re-employment of teachers manifest a legislative intent to regard the teacher's employment contract regular only after the teacher has satisfied the probationary period and that after such period a teacher could be regularly employed for no more than three-year periods. — *Smith-Hurd Statistics*, c. 122, §§ 24-1, 24-2. — *People ex rel. Ruff v. School Directors of Dist. No. 106*, Cook County, 82 Northwestern reporter 2d 203, Ill. App.

The time during a school day which a teacher should work in a vocational high school was not within the purview of the New York statute, providing that vocational high school teachers should have the same "rights, privileges, and status" as academic high school teachers. *N. Y. Education Law*, § 4602. — *Goodman v. Board of Education of City of New York*, 83 N.Y.S. 2d 410, N. Y. Sup.



### The School Custodian's Housekeeping Handbook

By Henry H. Linn, Leslie C. Helm, and K. P. Grabarkiewicz. Cloth, xviii-256 pp., \$3.75. Bureau of Publications, Teachers College, Columbia University, New York, N. Y.

This work fully develops the promise of its title: it is a complete handbook of the housekeeping jobs which the janitor must perform in a modern school plant. The authors are all practical custodians and the senior author especially has had exceptional opportunities for studying the effectiveness of the housekeeping methods in numerous city school systems.

The book is divided into several main sections taking up respectively (1) the school custodian and his qualifications and responsibilities, (2) the tools and materials of housekeeping, (3) administrative aspects of scheduling the custodian's work of safety and economy in school

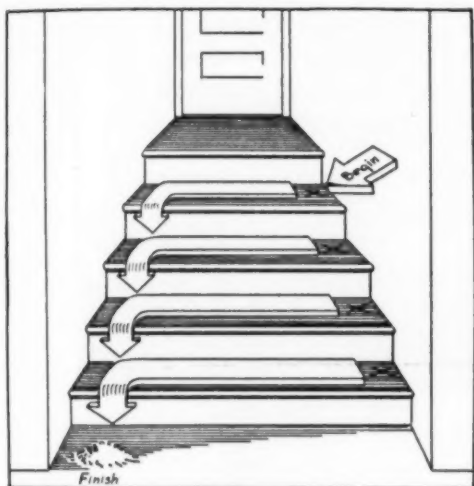


DIAGRAM 7. Sweeping Narrow Stairway

housekeeping, (4) the types of floors and their cleaning, (5) cleaning of special types of rooms and equipment and furniture, (6) mopping and scrubbing operations, (7) refinishing floors by sealing and waxing, (8) cleaning toilets and other sanitary facilities, (9) bettering lighting conditions, (10) vacation cleaning, inspection, and hints.

The several chapters are organized and written to discuss the problems of cleaning or maintenance and the tools to be used; the procedures of doing the job are then fully detailed and diagrammed and cautions against common errors are added. There is back of each chapter an evident analysis of good practice.

The book appeals to us as valuable both for the executive who must direct janitorial services and for the janitor in the larger school who is willing to analyze himself and his schedule of work and to develop acceptable procedures in his work. In one respect the book is a happy contrast to the usual professional book: there is throughout an evident insistence on economy of time, materials and man power, and a consideration for reasonable levels of cleanliness.

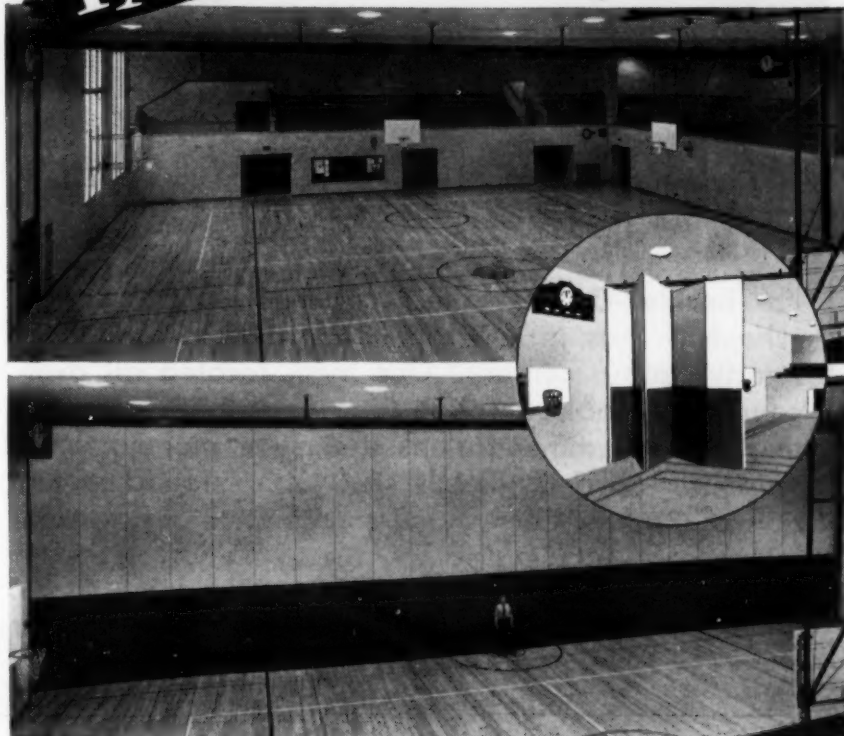
The book deserves an enthusiastic reception from school-business executives. It should be supplemented very shortly by a book on heating operation and repairs.

### Planning and Modernizing the School Plant

By Merle A. Stoneman, Knute O. Broady, and A. D. Brainard. Cloth, 328 pp. University of Nebraska Press, Lincoln, Neb.

This work divides itself into three parts. Part one discusses the preliminary community and educational studies for gathering the facts needed in planning an economical and educationally serviceable new building or enlarging and remodeling an existing plant. Part two describes the planning of instructional areas and the over-all planning and permanent equipment of the school plant. Part three devoted two long chapters to materials and methods of construction and equipment desirable in new structures and especially usable in the remodeling and toning up of existing buildings. The entire viewpoint is that of the small community which must plan and construct with low costs in mind, which must seek multiple use of most facilities both by the day-school pupils and the after-hours adult groups.

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The work proposes a thoroughly forward-looking type of planning for the midwest rural situation. And while the authors lean rather heavily on published opinion in some areas they are perhaps more conservative in their recommendations concerning construction and finish than the architect who is anxious to give his clients a thoroughly up-to-date building. The recommendations for the planning of multi-use rooms, and for lighting and ventilation, show considerable experience with situations that require utmost economy of plan and construction for wide community use. In a later edition the authors may want to help the school boards in planning school-bond issues and marketing them.

### A Report From Your Schools: Kansas City, Missouri, 1948

Compiled by Roscoe V. Shores, George C. Tinker, and George H. Mueller. Paper, 23 pp. Published by the board of education of Kansas City, Mo.

The annual financial report of the schools for the year ending June, 1948, covering expenditures, receipts, and statistics as related to school finances. The material includes information on comparative costs of administration,

cost of instruction, auxiliary services, operation of school plant, maintenance, fixed charges, and capital outlay.

### Forecasts of Population and School Enrollment in the United States, 1948-1960

Current Population Estimates, Series P-25, No. 18, U. S. Bureau of the Census, Washington 25, D. C.

This important document forecasts the estimated population and the school enrollment with allowances for net immigration, up to 1960. While the material is general for the country as a whole, it does provide a starting point for local studies.

### Facts and Figures on Government Finance

Paper, 143 pp. The Tax Foundation, New York, N. Y. This publication presents in popular form the essential facts of (1) government expenditures on the federal, state, and local levels, (2) the tax income from all the various forms of taxation. Additional chapters include information about income and the cost of living and the public debt. The book is a quick reference for school-business executives which places education in the proper perspective.





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#### Building and Equipment for Athletics

The Scholastic Coach, January, 1949, New York 3, N. Y.

This issue outlines plans for indoor instruction units and football fields, and illustrations and description of a new gymnasium at Utica, N. Y.

#### Annual Report of the Seattle Public Schools, 1947-48

Compiled by Samuel E. Fleming, Supt. Paper, 39 pp. Published by the board of education, Seattle, Wash.

The annual report of the superintendent for 1948, containing some high lights of the year's work in the educational program of the schools. It includes a summary of financial transactions for the school year, some statistical tables, information on the curriculum, and enrollment figures. The last part of the report is devoted to a series of statistical tables.

#### Annual Financial and Statistical Report, New York Board of Education, 1947-48

Paper, 32 pp. Published by the New York board of education at 110 Livingston St., Brooklyn 2, N. Y.

This is the 38th issue of the Annual Financial and Statistical Report of the New York City Board, covering physical and financial data for the period July 1, 1947, to June 30, 1948. The total disbursements reported were \$228,119,762.35 and the total additional outlay from bond monies was \$12,380,108.46.

#### Disposition of School-Bond Issues and Special Levies in Ohio School Districts, January, 1948, to January, 1949

Compiled by John H. Herrick. Paper, 33 pp. Published by the Bureau of Educational Research, Ohio State University, Columbus, Ohio.

This 21st study of the Bureau of Educational Research includes the election results on school-bond issues and special levies submitted by Ohio school districts from January 1 through December 23, 1948. During 1949 a total of 190 bond issues were submitted, of which 162 were approved. The amount submitted was \$55,957,000, of which \$46,615,000 was approved. The number of bond issues and levies submitted amounted to 747, of which 707 were approved. The year's report shows a substantial increase over 1947, in the number of issues and amount

of bonds approved by the voters. In respect to the levies there has been little change.

#### Survey of Instructional and Administrative Salaries in Hartford, Conn.

By Alfred D. Simpson and Associates. Paper, mimeographed, 81 pp. Harvard Graduate School of Education, Cambridge, Mass. Distributed by the Hartford board of education, Hartford, Conn.

This survey is intended to recommend salary schedules which, within the framework of fiscal reasonability and economic justice to personnel, will best promote the educational growth of Hartford children and youth. The report discusses (1) the history and the present status of the Hartford salary situation. (2) It sets up the relation of the professional standards of the competence of teachers to a cost-of-living index. (3) It outlines Hartford's fiscal ability to support the final program as recommended.

The program, as recommended, sets up five classes of teachers, ranging from old, experienced instructors who have no degree and less than four years' training up to experienced teachers who hold a master's degree, with one additional year of professional training. Special adjustments are recommended for supervisory and administrative personnel. The standard salary range recommended runs from \$2,475 to \$5,225. Suggestions are made for further adjustments in case of further increases in the cost of living. Principals' salaries recommended range from \$4,500 to \$8,267. The salaries of supervisors and other top executives range from \$4,960 to \$16,160.

#### Critical Issues in Financing Education

Compiled under the direction of Dr. Alfred D. Simpson, Cambridge. Published by the Harvard Graduate School of Education, Peabody House, Cambridge, Mass.

This mercifully brief summary of a conference held in the summer of 1948, at the Harvard Graduate School of Education, takes up the problems and outlook of financing rural, state, and city school systems, all by solving the problems of income on the national and state levels, and by developing better local organization which will insure a maximum economy in the use of funds.

The report asks the question: Whether more money will buy better education, and whether a tax structure can be devised which will provide the necessary money? It points out the fact that the man on the street does

not know what the schools are doing, or what education could do for the nation. Children and youth are more numerous in areas where the supporting ability is inadequate. There is need to develop and popularize a definite educational program. There is need too of improving the school district organization and structure by keeping politics out of the schools, and by developing more dynamic administrative leadership. The business of financing the schools is never finished; it must be constantly studied and worked out.

#### Internal Migration in the United States: April, 1947, to April, 1948

Compiled by J. C. Capt, director of the Bureau of the Census. Paper, 8 pp. Series P-20, No. 22, January 28, 1949. Published by the Bureau of the Census, U. S. Department of Commerce, Washington 25, D. C.

This report shows that of the 142 million persons born on or before April 1, 1947, 29 million, or 20 per cent, were living in a different house from the one occupied a year ago. One out of every 5 persons in April, 1948, was living in a different house from the one lived in a year earlier. Of the 3.4 million infants born after the beginning of the migration period, April 1, 1947 (infants less than one year old), about 1 million, or 28 per cent, had moved to a new residence. There is a list of tables covering the migration period.

#### School and College Enrollments in Pennsylvania

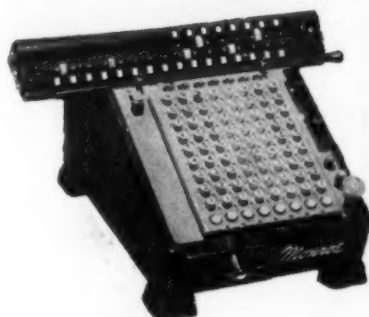
Compiled by the Division of Child Accounting and Research of the Pennsylvania Bureau of School Administration. Paper, 31 pp. Bulletin No. 22, 1948, Department of Public Instruction, Harrisburg, Pa.

This bulletin, prepared by the Division of Child Accounting and Research of the State Education Department, offers information concerning future enrollment possibilities on both school and college levels. It also discusses certain other factors of an educational, social, and economic nature that have a direct bearing upon the extent to which persons of school and college age avail themselves of educational opportunities. The Division has made available some important data on enrollment possibilities for schools and colleges for the immediate years ahead. The bulletin is intended to serve as a future guide to stimulate studies in local communities.

# Integrated Office Practice Instruction Includes Adding-Listing Machines

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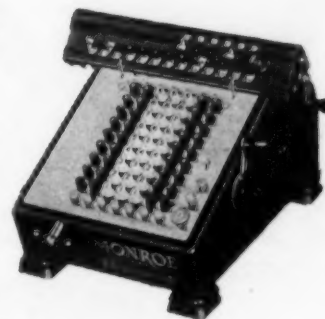
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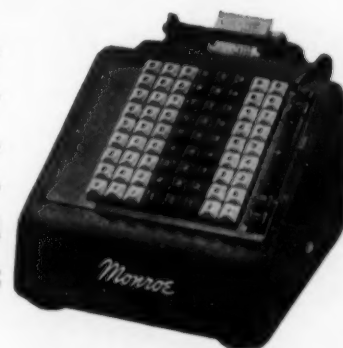


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- Office Practice Rotation Plan Formulas (form XSS-243)
- Clerical Office Machine Program for Small High School (form XSS-258)
- Procuring Funds for Office Machines (form XSS-260)

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## 153 NEW SCHOOLS NEEDED IN NEW YORK CITY BY 1954

A special committee of the board of education of New York City has issued a report on school building needs covering an eight-month study, which reveals a staggering increase in the school population caused by a rise in the birth rate.

The report prepared by a committee, headed by James Marshall, a member of the board, calls for a minimum of 153 new elementary school buildings in the form of new wings or additions, to be added to the present school accommodations by 1954 in order to absorb 215,000 more children. The estimated addition in school plant will cost about \$272,622,000. The program calls for the adoption of a long-term building program, with emphasis on site acquisition, and a complete re-drawing of school board district lines to coincide with health area lines.

## SAN FRANCISCO'S NEW SCHOOL PROGRAM

San Francisco's \$48,490,000 new school project was officially launched by the board of education, January 18. The five-year program calls for the erection of 26 elementary schools and four junior high schools; additions to two senior high schools and city college; and general repairs to present buildings.

Negotiations are under way for acquisition of 40 future school sites. Twenty-eight more are to be acquired, as a guarantee against future population growth and resultant increase in property values. Since last November, when the bond issue was authorized by the voters, \$490,000 worth has been purchased, and approximately \$2,852,000 more will be spent for this purpose before the end of the next fiscal year, July, 1950.

The entire building program will be handled by a panel of architects, which was nearly completed on the first date mentioned, when preliminary drawings for the new vocational school at Twenty-first and Harrison Streets were approved.

Two additions to the Francis Scott Key and Lawton elementary schools are expected to be completed before the fall semester begins in September. Construction is being financed out of reserve funds held over from last year. A portion of the modernization of existing schools will be completed in time for fall occupancy. A half million dollars, out of the five million authorized for this purpose, will be spent during the 1949-50 period.

None of the new schools are likely to be ready for use for at least 18 months, possibly two years, according to Superintendent Herbert C. Clish. Drawing of the plans probably will take six months, state approval another half year, and construction six months to a year.

First of the new schools to be built are Mira Loma, Ulloa, Hillcrest, Fremont, Silver Avenue, Sunnyside and Sunset elementary buildings, and Sunset Community Center Junior High.

## FREDONIA OUTLINES NEW BUILDING PROGRAM

The board of education of Fredonia, N. Y., with the assistance of Supt. Howard R. Bradley, has undertaken the preparation of a school building program to modernize the buildings. It has been decided to erect an addition to the senior high school, to provide space for an industrial-arts department, a library, and new classrooms for grades 7 and 8. The board has approved the 6-6 plan of organization in place of the 8-4 plan. New locker and shower rooms will be provided, as well as additional office space. The board is also planning the erection of a new grade school with a modern gymnasium. The total cost of the school-improvement program is estimated at \$500,000.

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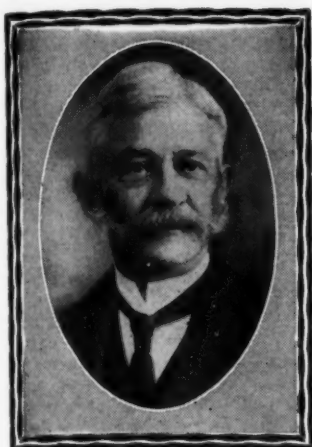
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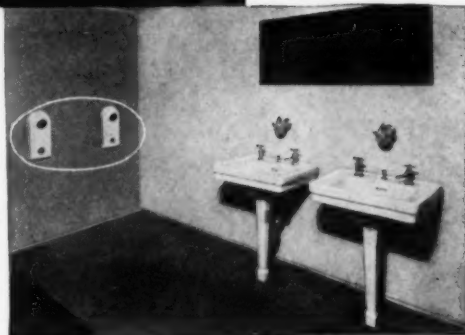
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Allied School of Mechanical Trades—Chicago  
Ohio University—Athens, Ohio  
Utah State Agricultural College—Logan, Utah

The promotional level is approximately three fourths of the distance through the steps and each teacher advances automatically up to three fourths of the steps in the schedule. If the teacher's work is satisfactory to the superintendent and principal, she will be permitted to continue to the maximum. Any teacher may be held to the promotional level by the board, upon the recommendation of the superintendent, until such time as he or she gives evidence of adequate improvement.

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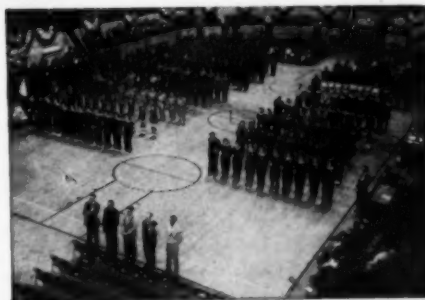
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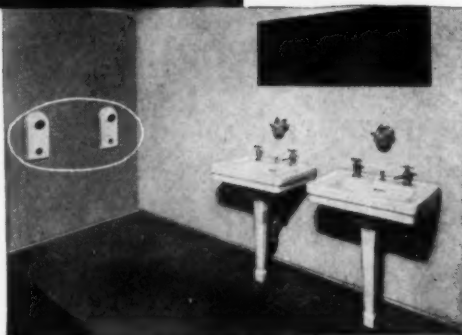
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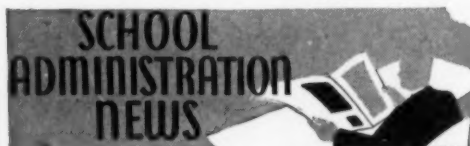
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#### GUIDANCE EMPHASIZED IN LYNDHURST, N. J.

At the suggestion of Supt. Edmund Burke, the guidance department of the public schools of Lyndhurst, N. J., has been expanded in scope to offer a greater service to all pupils. A director of guidance for the entire system has been appointed in an effort to better correlate the guidance functions of the high and elementary schools. The high school staff consists of an assistant director, four class counselors, and a staff member in charge of pupil employment. The group meets

weekly and conducts an in-service training program under the direction of the director.

In the elementary schools, a full-time assistant director is employed to direct the testing program and to have charge of the placement of pupils in special classes. The guidance council, consisting of three counselors in charge of seventh- and eighth-grade work, meets monthly, and directs the in-service training program under the direction of the guidance director.

The guidance staff has found that there is a definite need to set up aims and objectives, and to consider the school system as a whole rather than as separate departments for elementary and secondary school guidance.

#### HIGH SCHOOL HOLDING POWER

The school administrative staff of Auburn, N. Y., has completed a survey of the holding power of the secondary schools. A study of the pupils registered in grade 9 during the school

year 1945-46 resulted in the following findings:  
Percentage in school (seniors) 61.7 per cent  
Percentage leaving with passing work ..... 16.1 per cent  
Percentage leaving with failing work ..... 22.2 per cent

Of the 38.3 per cent leaving school, it was shown that 7.2 per cent left during the 11th or 12th year; 9.6 per cent left during or at the end of the 10th year; and 21.4 per cent left during or at the end of the 9th year. Ten per cent of the pupils leaving had attained an I.Q. of less than 85. Only 2.1 per cent of the pupils who dropped out had an I.Q. of more than 100. The information obtained is being used in revising the instructional program.

#### ADOPT NEW SIX-POINT PROGRAM

A radical departure from existing methods of teaching in the elementary and high schools has been announced by Supt. L. L. Caldwell, of Hammond, Indiana. Mr. Caldwell has outlined a six-point program involving modern teaching methods, which he states is designed to reduce absenteeism and motivate greater willingness by the students to learn and by the instructors to teach.

Under the program, integrity and obedience to organized authority is being stressed. Instances of irregularity on the part of students calls for an investigation of the teachers and the students. Vocational guidance also will be a part of the program. Students will be guided in their proper path and undesired subjects are left to the more discerning. Vocational tests will be used in placing students in classes where they are best qualified and interested. The cultural aspects of education will be emphasized, especially such subjects as music and art.

#### RECOMMENDS REORGANIZATION OF SCHOOL UNITS

As a means of improving educational opportunities in North Carolina, the State Education Commission has recommended that a study of the local organization of school-administrative units be made with a view of determining the number of units and attendance areas for an effective educational program.

The Commission urges that local units of school administration be organized so as to assure in the unit an *absolute* minimum of 3500 to 4000 school population and a *desirable* number of 9000 to 10,000 school population. The Commission points out that small units are expensive to operate and do not provide the services needed by the children and teachers. The continued operation of large numbers of small units hinders the equalization of educational opportunity because it increases differences in taxpaying ability among local school administrative units.

The Commission recommends that legislation be enacted to give the State Board of Education responsibility for making and carrying out a plan for determining, on a state-wide basis, the number of local administrative units and the number of school attendance areas which can satisfactorily provide the educational program of the future.

#### NEW REPORT CARD IN USE

A new type elementary school report card is being used for the first time this year in Westfield, N. J. The card, prepared by a teacher committee, has obtained parental approval. The card performs two services. It reports to parents on pupil progress in objectives, and it records academic performance in terms of individual ability. A pupil who meets the grade standards and is doing good work in accordance with his ability is rated as satisfactory. If a pupil meets the grade standards but does not work up to his ability he is rated C, which means that the parent will be called for a conference with the teacher. If a pupil does not meet the grade standards he receives a U, which means that his work is unsatisfactory. This system reflects creditably on the professional standard of Westfield teachers because it means individual study of each child and his abilities.

### CHORAL SPEAKING FOR VOICE IMPROVEMENT

At the Edison School in Dearborn, Mich., choral speaking is being used for developing reading and speaking skills. The techniques of this art form, known as choral speaking, are helping eighth graders to emphasize crisp enunciation of words and tone placement. Students devote part of their English period to this project. They have found that the change of pace from fast to slow, and from loud to soft tones gives variety and interest to oral interpretation.

Choral speaking does not confine its benefits to voice control, according to Miss Irene Brownlee, the teacher, but the pupils also learn group co-operation. Choral speaking gives the more reserved child and the less dramatically inclined an opportunity to throw himself into the swing of the poem with a gusto that he would never exhibit alone. The job of some of the members in keeping themselves subdued is the most difficult task.

### MATAWAN REPORTS SCHOOL PROGRESS IN 1948-49

The board of education of Matawan, N. J., under the direction of Supt. Donald H. Ross, has been successful in carrying out a number of school projects during the school year 1948. Progress was made in revising the high school courses of study and in offering new courses for the noncollege preparatory student. New courses are planned in commercial arithmetic, shop mathematics, and secretarial training.

The physical plant has been improved with the installation of a cafeteria in the Cliffwood School to serve 130 pupils, new science and biology laboratories in the high school, remodeling of the home-economics department to provide better classroom atmosphere and to facilitate the work of the kitchen, the installation of a laundramat and new refrigerators in the home-economics cooking laboratory. The board has acquired additional land near the Cliffwood School to provide for a new elementary school, to serve later as a junior high school; a new gymnasium and shop space is to be provided for the high school; an additional janitor has been employed to keep the schools cleaner and to assist on the school grounds.

In the department of co-ordinate activities, the board has installed a library in the Matawan grammar school; an athletic council, composed of three representatives, has been formed to act as a guide in school athletics; an intramural athletic program has been adopted for boys and girls, with a director in charge; an adult evening school is offering a variety of leisure-time courses for those interested; a series of 25 school clubs are in operation in the high school, ranging from wrestling and tumbling to photography; a guidance program has been set up, providing weekly discussions in the home rooms on topics appropriate to the ages of students; the school system is co-operating with various community groups; the art department solicits orders from local merchants to provide decorations, posters, and signs, and the typing department solicits orders for the typing and mimeographing of material sent to the school; the eighth-grade pupils of the Matawan elementary school have started a project to tabulate land uses and material in co-operation with the local planning board.

### LAY COMMITTEES STUDY EDUCATIONAL NEEDS

Early in the spring of 1948, the board of education of Canastota, N. Y., called a meeting to consider plans for educational planning. Superintendent Walter G. Clifford recommended that a study be made of educational needs in the community. The proposal which was submitted to the board, was approved, and plans were outlined for undertaking such a study.

At a subsequent meeting, three committees composed of lay members were appointed and these began work on their special assignments. The first committee sought to determine what the community would be like ten years hence—the size,

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population, community activities, and community resources. The second committee tried to determine the kind of education needed for this type of community. The third committee had the job of pointing out deficiencies in the program in terms of the kind of education desired.

Up to the present time the first committee only has completed its work. When the entire work has been entirely completed, the important educational needs will be listed and presented to the responsible body, the board of education. The board will then classify the recommendations in terms of prospective actions into immediate needs, emerging needs, and future needs.

In the carrying on of the studies, each committee consists of five to seven members, with two to four teacher consultants, and two student consultants assisting in the work.

### **CURRICULUM OFFERINGS AT WANAQUE, NEW JERSEY**

The school board, at the suggestion of Raymond Heinze, supervising principal of schools, has approved a plan calling for the establishment of a fixed minimum of work for each grade level in the school system. Under the plan, any student who shows inability to meet the standard will be given individual attention, and an indolent student will be helped and encouraged to improve his standing. It is hoped that the new plan will eventually raise the entire educational standard.

The staff is reaching out for more useful extra-curricular activities. Through the formation of a puppet club children are encouraged to put into practice their oral, research for materials for plays, and handwork in the construction of the puppets themselves. The possibilities of a dramatic club

along the same lines are being considered. A "school friends club" will be formed to teach friendly assistance.

An effort has been made to unify the entire arithmetic course. An expanding course of study from the kindergarten through the eighth grade has been introduced. The social science course has been expanded to include the aspects of home, school, school friends, community, state, and nation.

Plans are in the formative stage for a program to challenge students incapable of meeting the minimum standards for each subject.

### **TICONDEROGA BETTERS READING**

The school board at Ticonderoga, N. Y., has purchased a tachistoscope for use in improving reading, particularly in the high school. Teachers and students have shown great interest in its use. It is expected that the pupils' reading ability will be increased through the use of the device.

A high school class, composed entirely of boys, has been organized in the high school homemaking department. The boys are being trained for chefs and short-order cooks.

### **COURSES HELD FOR MAINTENANCE WORKERS**

At Dearborn, Mich., two in-service training courses, sponsored by Michigan State College, were held in December and January for operation and maintenance employees of the public schools.

College staff members instructed a course in heating and ventilation, and another in house-keeping. The classes met on Saturdays for ten weeks.

### **SCHOOL ADMINISTRATION**

► Whiteville, N. C. The school board has begun plans for improving the ratings of elementary and high schools. A department of guidance has been installed in the white high school. The board has co-operated with the parent-teacher association in giving the tuberculin-patch test to 1400 school children.

► Houston, Tex. The school board has approved most of the proposed study changes proposed for the high school by Supt. W. E. Moreland. The curriculum changes are intended to permit students to pick their major course of study in the eleventh grade instead of the ninth. These changes give students a wider choice of studies and also enable students majoring in one field to study related subjects, so that the foundation of the major subject is bolstered by wider study. Under the plan, each student will take his basic academic education in the first two years of high school. In the eleventh grade he will choose his major subject and will continue such other courses related to the major subject.

► Indianapolis, Ind. Supt. Virgil Stinebaugh has presented an outline of a plan to the school board, calling for a gradual change in the division of classes and in the promotion of pupils. The plan calls for (1) a consolidation of the first two grades into a single primary division; (2) greater flexibility in the advancement of pupils, especially in the lower grades; (3) the gradual replacement of the two-semester plan now in effect with one continuous nine-month term.

► During the past two years, the board of education of Dist. No. 50, Westminster, Colo., has sponsored an outstanding health program, including complete physical examinations each year, a well-baby clinic, a preschool clinic, an immunization clinic each month, and complete health records for all children during the time they are enrolled in school. Children with medical defects are given immediate medical attention, either by their own physician or by the school physician. The entire program, which is free to residents, is handled by Mrs. Alta Oglesby, school nurse, and S. Clay Coy, superintendent of schools.

► Cortland, N. Y. Publicity and public speaking are being developed through the parent-teacher association groups in the several elementary areas of the city.

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#### CONVENTIONS OF SCHOOL BOARDS AND ADMINISTRATORS

Mar. 6-8. Louisiana School Boards Association, at Alexandria. Secretary, Fred G. Thatcher, Box 8986, University Station, Baton Rouge. Headquarters, Bentley Hotel. Attendance, 450-500.

Mar. 11-13. American Society for Public Administration, at Washington, D. C. Headquarters, Statler Hotel. Secretary, Laverne Burchfield, 1313 East 60th St., Chicago 37, Ill. Attendance, 600.

Mar. 21. Oklahoma State School Boards Association, at Oklahoma City. Headquarters, Biltmore Hotel. Chairman, H. E. Wrinkle, Faculty Exchange, Norman. Attendance, 1000.

Mar. 24-25. Indiana Association of School Superintendents and Business Officials, at Lafayette. Headquarters, Union Building, Purdue University. Secretary, Mrs. Genevieve Serwatka, LaPorte, Ind. Chairman, Wm. Floyd, West La-

fayette Schools, West Lafayette. Attendance, 150.

Mar. 27-30. American Association of School Administrators (eastern division), at Philadelphia, Pa. Secretary, Worth McClure, 1201 Sixteenth St., N.W., Washington 6, D. C. Exhibits, Carl Burns, 1201 Sixteenth St., N.W., Washington, D. C. Attendance, 5000-6000.

Mar. 29-Apr. 1. International Lighting Exposition, at Chicago, Ill. Headquarters, Stevens Hotel. Chairman, G. T. Morrow, 6135 W. 65th St., Chicago 38, Ill. Secretary, Frank J. Martin, Elec. Mfgs. Assn., 155 E. 44th St., New York 17, N. Y. Exhibits, Ernie Gallet, 6135 W. 65th St., Chicago 38, Ill. Attendance, 10,000.

Apr. 6-9. California Association of Public School Business Officials, at Santa Cruz. Headquarters, Casa Del Rey. Chairman, A. S. Niebecker, 1425 South San Pedro St., Los Angeles, Calif. Attendance, 400.

Apr. 7-9. Michigan School Business Officials,

at Grand Rapids. Headquarters, Pantlind Hotel. Business Manager, Harold Herrington, Grand Rapids. Exhibits, A. C. Lamb, 5005 Cass St., Detroit 2, Mich. Attendance, 300.

Apr. 8-9. Colorado Association of School Boards, Denver. Headquarters, Albany Hotel. Secretary, Calvin Grieder, University of Colorado, Boulder. Chairman, O. I. O'Fallon, University of Colorado, Boulder. Attendance, 150-200.

Apr. 21. Kentucky School Boards Association, at Louisville. Headquarters, Brown Hotel. Secretary, L. E. Meece, College of Education, University of Kentucky, Lexington. Attendance, 200.

Apr. 21-22. Wisconsin Association of School Administrators, at Milwaukee. Headquarters, Hotel Schroeder. Chairman, Supt. F. E. Conner, Kenosha. Attendance, 300.

Apr. 21-22. Wisconsin Association of School Boards, at Milwaukee. Headquarters, Hotel Schroeder. Chairman, Mrs. Letha Bannerman, 1220 Highland Park Blvd., Wausau. Attendance, 300.

#### TEACHERS' CONVENTIONS

Mar. 7. Child Study Association of America, at New York, N. Y. Headquarters, Hotel Roosevelt. Secretary, Mrs. Charlotte Williams, 221 West 57th St., New York, N. Y.

Mar. 7-9. Music Educators National Association, (eastern division), at Baltimore, Md. Headquarters, Lord Baltimore Hotel. Secretary, C. V. Buttelman, 64 E. Jackson Blvd., Chicago 4, Ill. Exhibits, Henry Halvorson, Statler Bldg., Boston, Mass.

Mar. 10-12. Georgia Education Association, at Macon. Headquarters, Municipal Auditorium, Macon. Secretary, J. Harold Saxon, 704 Walton Bldg., Atlanta 3, Ga. Exhibits, Mrs. M. B. Jones, 704 Walton Bldg., Atlanta 3, Ga. Attendance, 5000.

Mar. 16-18. Mississippi Education Association, at Jackson. Secretary, Floyd C. Barnes, Box 826, Jackson. Exhibits, Floyd Barnes. Attendance, 6000.

Mar. 16-18. National Society for the Prevention of Blindness, at New York, N. Y. Headquarters, Hotel New Yorker. Director, Franklin M. Foote, 1790 Broadway, New York 19, N. Y. Exhibits, Miss Florence Nelson, 1790 Broadway, New York 19, N. Y. Attendance, 500.

Mar. 17-18. South Carolina Education Association, at Columbia. Headquarters, Columbia Township Auditorium. Secretary, J. P. Coates, 1510 Gervais St., Columbia. J. F. Coates, exhibits. Attendance, 5000-8000.

Mar. 17-19. Music Educators National Association (northcentral division), at Davenport, Iowa. Headquarters, Blackhawk Hotel. Secretary, C. V. Buttelman, 64 E. Jackson Blvd., Chicago 4, Ill. Exhibits, Henry Halvorson, Statler Bldg., Boston, Mass.

Mar. 24-25. Alabama Education Association, at Birmingham. Secretary, Frank L. Grove, 21 Adams Ave., Montgomery 4. Exhibits, Vincent Raines, 21 Adams Ave., Montgomery 4. Attendance, 7000.

Mar. 24-26. Florida Education Association, at Tampa. Headquarters, Floridan Hotel. Chairman, M. Mitchell Ferguson, Sebring. Exhibits, James S. Rickards, 6 Centennial Bldg., Tallahassee. Attendance, 6000.

Mar. 28. American Educational Research Association (NEA), at Philadelphia, Pa. Frank W. Hubbard, secretary, 1201-16th St., N.W., Washington 6, D. C. Attendance, 100-180.

Mar. 28-Apr. 1. North Central Association of Colleges and Secondary Schools, at Chicago, Ill. Headquarters, Palmer House. Secretary, G. W. Rosenlof, 103 Administration Hall, University of Nebraska, Lincoln 8, Neb. Attendance, several thousand.

Mar. 30-Apr. 2. Music Educators National Association (northwest division), at Portland, Ore. Headquarters, Hotel Multnomah. Secretary, C. V. Buttelman, 64 E. Jackson Blvd., Chicago 4, Ill. Exhibits, Henry Halvorson, Statler Bldg., Boston, Mass.

Mar. 31-Apr. 2. Oregon Education Association, at Portland. Headquarters, Multnomah Hotel. Secretary, Cecil W. Posey, 220 S. W. Alder St., Portland. Exhibits, Howard Billings, 220 S. Alder St., Portland. Attendance, 3500.

Mar. 31-Apr. 2. Schoolmen's Week, at Philadelphia, Pa. Secretary, Dr. W. B. Casterter, School of Education, University of Pennsylvania, Philadelphia 4. Exhibits, Dr. W. B. Casterter. Attendance, 8000-10,000.

Apr. 6-8. Inland Empire Education Association, at Spokane. Headquarters, Davenport Hotel. Chairman, E. R. Jinnett, West 503 Fourth Ave., Spokane. Exhibits, E. R. Jinnett. Attendance, 3000.

Apr. 7-9. North Carolina Education Association, at Asheville. Headquarters, George Vanderbilt Hotel. Chairman, Mrs. Ethel Perkins Edwards, Box 350, Raleigh. Exhibits, John G. Bikle, Box 350, Raleigh. Attendance, 3000.

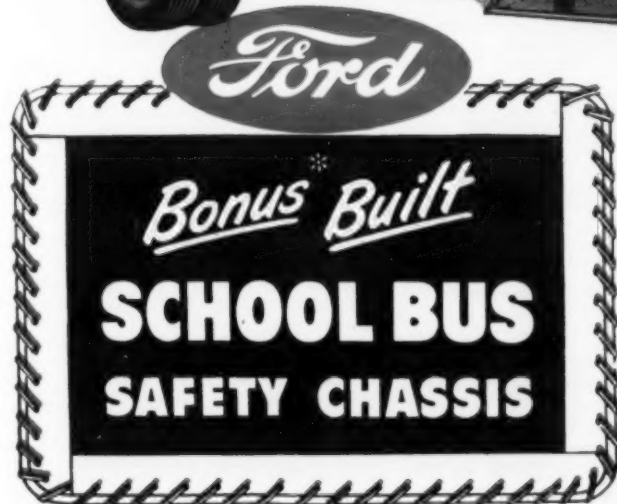
Apr. 7-8. Tennessee Education Association, at Nashville. Headquarters, 321 Seventh Ave., North, Nashville. Chairman, A. D. Holt, 321 Seventh Ave. North, Nashville. Attendance, 7000.

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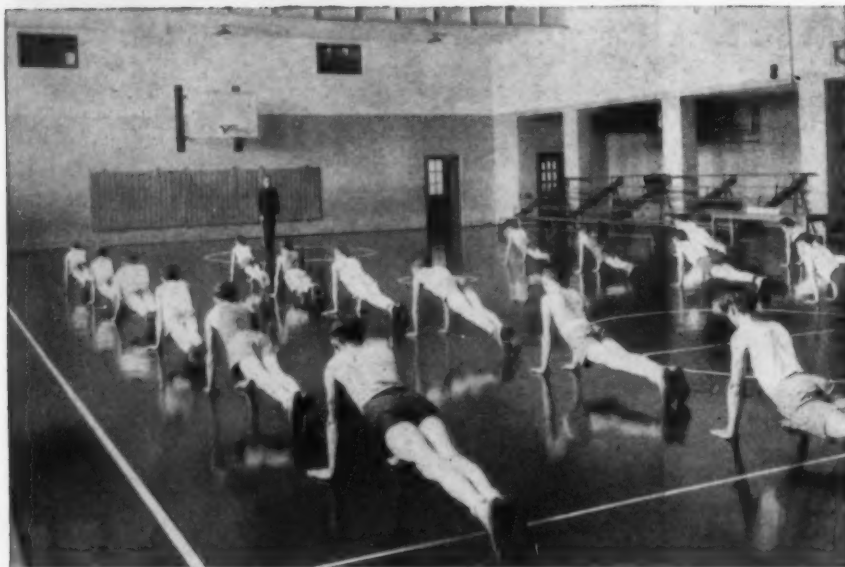
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### PHILADELPHIA BOARD LUKEWARM ON COLLEGE

Attorney Leon J. Obermayer, member of the Philadelphia Board of Public Education is advocating a 10-cent increase per \$100 assessed value in the school real estate tax for the support of a Philadelphia city college.

The tax he would have placed before the state Legislature, now in session, would boost the city's real estate levy for school purposes from \$1.17½ to \$1.27½ per each \$100 of assessed valuation. It would yield an additional \$2,720,000 annually, based on present collection rates and would be earmarked for the college.

Despite considerable public pressure for the establishment of a four-year college, the matter is understood to be a controversial one with the school board. It is estimated that only three or four among the 15 members are ardent advocates,

while the others are either opposed or at most lukewarm toward committing the board to a city college. During the past two decades the board has received many petitions for establishment of a college but they have been tabled.

The board's attitude has been based on the belief that a city college could not be established without endangering funds needed for the public schools, and because some members have felt that its policy of free scholarships for outstanding high school graduates was adequate.

The board does not need statutory authority to establish a city college, since present state laws make it permissive. It would require legislation to make its opening mandatory and to create new taxes for its support.

The building of a new \$1,000,000 Widener Memorial School for Crippled Children may be undertaken by the Philadelphia board of education this summer.

The present school and valuable 28-acre property at Broad St. and Olney Ave. was deeded to the schools a year ago with the provision that the board by 1952 erect a new school to serve the handicapped.

The school cost nearly \$5,000,000 in 1906 but it is deemed outdated. School officials say the new building will incorporate the best features of the best school of the kind in the country, including both recreational and therapeutic swimming pools.

### Philadelphia Teacher Dismissed

Because she didn't tell her age, a former Lower Merion Township school teacher has lost a fight to overrule the school board which retired her on the basis of records indicating she was 62.

Montgomery County Judge George Corson in upholding the action of the Lower Merion Township board commented that while "a certain amount of reticence about the years attained is a characteristic trait of women," the court was forced to conclude that the teacher had passed retirement age.

The petitioner asked reinstatement after the school board passed a resolution stating she had reached retirement age on November 25, 1947. The teacher contended she should have been given a hearing under the provisions of the Teachers Tenure Act of 1937 as amended. Because this was not done, she argued that her contract was still in force and she was entitled to full benefits under it.

The school district replied that since the records showed her age to be 62, no hearing was required and the directors had the power to order her retirement.

### SCHOOL BUSES USED FOR EDUCATIONAL TRIPS

The Deming public schools at Deming, N. Mex., have obtained two 48-passenger school buses which are being used entirely for student-activity purposes. One of the buses was given to the schools by the Deming 20-30 club, and the other was purchased by the high school student activity fund on a liberal financial program.

Scarcely a week passes without the buses being used for some educational trip. One of the buses is used regularly for transporting athletic teams on their trips. The other carries the band to out-of-town games, or hauls student fans who pay their own transportation.

The buses are used in a variety of ways to carry students. For instance, one night both buses carried students to El Paso to attend a culturally important theatrical performance. Another night one of the buses took a load of 4-H club members and future farmers to El Paso to attend a livestock show. One day the buses transported the diversified occupations class to Hurley where the students made a tour of the mill and smelter of a copper plant. On a Friday night a bus was used to carry student fans to a basketball game in Lordsburg, 60 miles away.

The school officials and patrons of Deming are convinced of the educational value of student trips and are anxious to retain the services of at least two buses for student activity and student trip use.

### WILL HOLD CUSTODIAL SCHOOL

The Nebraska State Custodial School will be held at Kearny the week of June 6-10. The school is sponsored jointly by the city schools and the State Teachers College of Kearny, the State Department of Vocational Education, and the State Custodians' Association.

Eldon H. Hayward will be director of the school.

### SCHOOL BUILDING CONSTRUCTION

During the month of January, 1949, Dodge reported contracts let in 37 eastern states, for 260 educational buildings, at a contract cost of \$41,146,000.

During the month of January, 1949, in 11 states west of the Rocky Mountains, contracts were let for the erection of 27 educational buildings, at an evaluation of \$12,644,908. Additional projects in the number of 2 buildings, were reported, at an estimated cost of \$550,000.



### CHANGES IN THE CLEVELAND SCHOOL BOARD

Arthur F. Baer, architect of the Cleveland public schools, who in his 24 years with the system has helped design millions of dollars worth of buildings, at the same time gaining national attention in his field, has been appointed assistant business manager by the board of education.

In another assignment in the business department of the school system, John F. Miller of Cleveland, purchasing agent of the Radiart Corp., of Cleveland, has been named purchasing agent of the schools, to succeed Edmund F. Smircina, who was promoted to business manager.

Mr. Baer's position is a revival of one which existed, under the title of assistant director of schools, prior to 1932. He will retain his position as school architect. A native Cleveland, Mr. Baer was graduated from Lincoln High School. He attended the Cleveland School of Art nights and later worked in architectural offices before joining the Cleveland schools in May, 1925.

Mr. Baer has had a hand in the designing of every school building in Cleveland since he started as a draftsman. He was advanced to chief draftsman and was made architect twelve years ago. The Cleveland school plant has been increased 30 per cent in the years that Mr. Baer has been with the system.

Mr. Miller, a graduate of Barnesville (Ohio) High School, attended George Washington University three years and was graduated from Bliss Business College in Columbus. He had worked eight years at the Cleveland Pneumatic Tool Co., and two as purchasing agent of the Meriam Instrument Co. in Cleveland, before becoming purchasing agent of the Radiart Corp. two years ago.

### OKLAHOMA SCHOOL BOARDS LEGISLATIVE PROGRAM

The Oklahoma State School Boards Association has issued a legislative bulletin advocating new laws for the improvement of education in the state. The Association favors:

1. The organization of a state board of education with a professional state superintendent. The state board is to consist of seven members elected from as many educational districts and to serve seven-year overlapping terms.
2. The county superintendency is to be improved with the appointment of county boards of education selected by the members of the various school boards, these county boards are to select the county superintendent and fix his salary.
3. School districts are to be reorganized on the basis of a desirable minimum school enrollment.
4. The Association advocates the increase of teachers' salaries by at least \$500 annually, beginning at a minimum of \$2,400 for teachers with a bachelor's degree and \$2,600 for teachers with a master's degree; with \$100 annual increments for six years and \$50 for six further years. The Association is opposed to federal aid.

The Association advocates the use of automobile-license taxes for educational purposes, the development of a strong teachers' retirement system, improving certificates of teachers, continuing contracts, etc.

### SCHOOL BOARD HOLDS DINNER MEETING

The school board of Palmyra, N. J., entertained the members of the Palmyra Borough Council, the mayor, and the solicitor, at a dinner meeting on January 24. Dinner was served in the high school cafeteria, under the direction of a member of the high school faculty, assisted by members of the cafeteria.

Several problems of mutual interest and concern to the board and to the Council were discussed.

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Nationwide

Assistance

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**ADMINISTRATORS** and other school officials are assured of our co-operation in their efforts to maintain schools at the highest possible level. Our members, located in all parts of the country, are ever trying to find good teachers for you.

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| <b>CALIFORNIA</b><br>Frankford's Pacific Teachers' Agency, Los Angeles 13  | <b>MINNESOTA</b><br>Clark-Brewer Teachers' Agency, Minneapolis 1<br>Educational Service Bureau, Minneapolis<br>Minnesota Teachers' Service, Minneapolis<br>Schummers School Service, Minneapolis<br>Western Teachers' Exchange, Minneapolis 2  | <b>NORTH DAKOTA</b><br>Love Teachers' Agency, Fargo<br>Midwest Teachers' Service, Grand Fork  |
| <b>COLORADO</b><br>Rocky Mountain Teachers' Agency, Denver<br>Western Teachers' Exchange, Denver   | <b>CONNECTICUT</b><br>Cary Teachers' Agency, Hartford 3  | <b>OHIO</b><br>Ohio Midland Teachers' Agency, Columbus 15<br>Schermmerhorn Teachers' Agency, Cleveland 15<br>Teachers Placement Bureau, Columbus 15   |
| <b>DISTRICT OF COLUMBIA</b><br>Adams Teachers' Agency, Washington  | <b>ILLINOIS</b><br>Albert Teachers' Agency, Chicago 4<br>Clark-Brewer Teachers' Agency, Chicago 4<br>Fisk Teachers' Agency & American College Bureau, Chicago 4<br>Hughes Teachers' Agency, Chicago 4<br>Illiana Teachers' Agency, Champaign<br>Teachers' Registry & Exchange, Chicago 1   | <b>OREGON</b><br>Northwest Teachers' Association, Portland 4  |
| <b>IOWA</b><br>Central Teachers' Agency, Cedar Rapids<br>Clinton Teachers' Agency, Clinton<br>Edward Teachers' Agency, Sioux City<br>McGoon's Teachers Agency, Hampton<br>Midland Schools Teachers' Agency, Des Moines<br>Sabin's Educational Exchange, Des Moines | <b>MISSOURI</b><br>Clark-Brewer Teachers' Agency, Kansas City 6<br>Specialists' Educational Bureau, St. Louis, 3<br>Wood Teachers' Agency, Kansas City 6   | <b>PENNSYLVANIA</b><br>Bryant Teachers' Bureau, Inc., Philadelphia 7<br>Great American Teachers' Agency, Allentown<br>Central Teachers' Agency, Harrisburg<br>Pittsburgh Teachers' Bureau, Pittsburgh |
| <b>MAINE</b><br>The New England Teachers' Agency, Portland 3   | <b>MONTANA</b><br>E. L. Huff Teachers' Agency, Missoula  | <b>SOUTH CAROLINA</b><br>Southern Teachers' Agency, Columbia  |
| <b>MARYLAND</b><br>Baltimore Teachers' Agency, Baltimore   | <b>NEBRASKA</b><br>Davis School Service, Lincoln   | <b>SOUTH DAKOTA</b><br>National Teachers' Exchange, Sioux Falls   |
| <b>MASSACHUSETTS</b><br>Grace M. Abbott Teachers' Agency, Boston<br>The Cary Teachers' Agency, Boston 8<br>Fisk Teachers' Agency, Boston   | <b>NEW JERSEY</b><br>Strahan Teachers' Agency, Trenton 8, N. J.  | <b>TENNESSEE</b><br>College & Specialist Bureau, Memphis 3<br>National Teacher Placement Service, Chattanooga 2<br>Southern Teachers' Agency, Chattanooga 8   |
| <b>MICHIGAN</b><br>Detroit Teachers' Agency, Detroit 26  | <b>NEW YORK</b><br>Allied Teachers' Agency, New York<br>American & Foreign Teachers' Agency, New York 17<br>The Associated Teachers' Agency, New York 18<br>Bardeen-Union Teachers' Agency, Syracuse 2<br>Clark-Brewer Teachers' Agency, New York 10<br>Co-operative Teachers' Agency, Buffalo 2<br>Eastern Teachers' Agency, Rockville Centre<br>Educational Placements, New York 18<br>Interstate Teachers' Agency, Rochester 4<br>Kelloag Teachers' Agency, New York 3<br>Pratt Teachers' Agency, New York 18<br>Private School & College Bureau, New York 17<br>Schermmerhorn Teachers' Agency, New York 1 | <b>UTAH</b><br>Yergensen Teachers' Agency, Salt Lake City   |
|  |  | <b>VIRGINIA</b><br>Southern Teachers' Agency, Richmond  |
|  |  | <b>WASHINGTON</b><br>Clark-Brewer Teachers' Agency, Spokane 8<br>Westmore Teachers' Agency, Spokane 8   |
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## National Association of Teachers Agencies

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Secy.-Treas.....Hoyt S. Armstrong  
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cussed. Of prime concern is the financial status of the community and the budgets for the Council and the board. Another matter was the discussion of the new school site of 47 acres, part of which will be used for an elementary school building. It is expected that the site will be the location of a new school unit some time in the near future.

The board expressed its appreciation to the Council for providing additional street lights in front of the high school. The joint dinner meeting has been held for several years and has helped to maintain a splendid spirit of co-operation and understanding between the two municipal bodies.

### STATE OF WASHINGTON SCHOOL LEGISLATIVE PROGRAM

Following a careful analysis of the educational problems, seven educational bodies in the state of

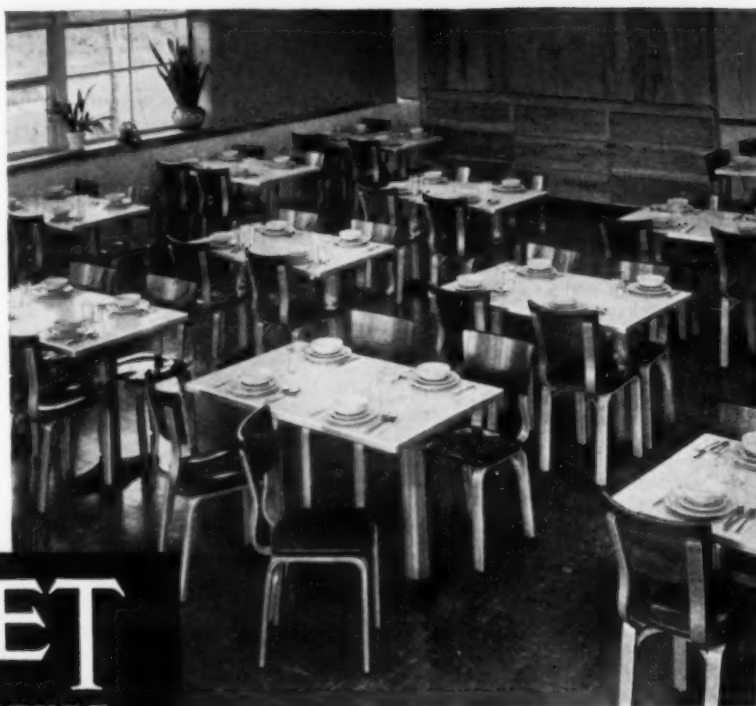
Washington have united on constitutional and legislative measures for consideration at the 1949 session of the legislature. Among the recommendations are: (1) provide for the appointment of the state superintendent of public instruction by an elective state board of education, (2) reorganize county boards to provide for elective lay members and a joint county superintendency, (3) to amend the constitution to permit additional millage for a specified period not in excess of five years, (4) to provide additional safeguards for the investment of the permanent school fund, (5) to provide for the payment by the state of its share of the cost of new transportation, and (6) to provide for systematic management of school lands and timber and other resources, giving the state board of education authority to approve sales or leasing of land resources.



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#### WORCESTER SCHOOL BUILDING SURVEY

Worcester, Mass., school committee has been told by Dr. Henry H. Linn, professor of education at Teachers College, Columbia University, it should make immediate plans to build two elementary school additions, two new junior high schools and one new combination junior high-elementary school at an estimated cost of \$5,000,000.

Dr. Linn who made a survey for the committee during the summer also proposes that the committee plan to replace 16 elementary schools with new buildings between now and 1965 at an additional cost of \$8,400,000. Other steps in the projected program include three new senior high schools at a cost of \$7,000,000 to be available by 1958-60; two more elementary school additions and two new elementary schools to be available by 1955.

Dr. Linn urges the program be completed by 1965 at a total estimated cost of \$21,850,000. He suggests issuing bonds to finance the program. "A school bonded indebtedness of 12 to 14 million dollars should not prove alarmingly high if other civic needs are kept within reasonable bounds," he says.

The Linn survey labeled 10 buildings now in use as bad fire risks. It also recommends eventual closing of 20 schools now in use. The report says Worcester is facing an acute school building problem in several areas due to heavy residential construction and the heavy birth rate in recent years. Dr. Linn says Worcester can expect about 5000 more school pupils than are now enrolled by 1955.

The school committee has requested \$300,000 for school rehabilitation this year but Mayor Sullivan says he will provide \$150,000 as he did last year. About \$115,000 of that will come from the balance of the postwar rehabilitation fund. Preliminary plans for construction of some school additions have been prepared but controversy has developed as to when the work can start.

Superintendent Power is making plans for widespread shifting of elementary school classes to relieve acute teacher shortages and crowded classrooms in some sections. Mr. Power says the reorganization throughout the city is for distributing teachers where they will do the most good. He said the teacher shortage in elementary schools is more severe than ever and the prospects for relieving it are not bright.

There has been protest in some sections of the city against closing rooms and transferring pupils but the school committee has thus far backed its superintendent's recommendations.

School Superintendent Thomas F. Power has appointed 10 educational and vocational guidance counselors in the city's four senior and junior high schools. All are presently employed as teachers in the school system. They will remain on their present salary schedules.

Superintendent Power said that because of the continuing decrease in high school enrollment it will be possible in all but two cases to distribute classes which they have taught to other teachers.

The guidance program was inaugurated in the summer by the School Committee, when Dr. Thomas E. Christensen was appointed to direct it. In other years guidance work has been done on a part-time basis by teachers carrying a full teaching load.

#### SCHOOL BOARD NEWS

► Berlin, Conn. The school board has approved a charter change, which provides for election of three board members every two years. Under a former requirement, six of the board's members were up for election at one time and the remaining three at a succeeding election.

► Willimantic, Conn. The town board of education has indicated that it is opposed to fraternities and sororities in the high school. The board has ruled that students joining these organizations will not be permitted to participate in extra-curricular activities such as plays, athletics, or preparation of school publications.

► Fort Worth, Tex. The school board has raised the prices for plate lunches in school cafeterias. The lunches will cost 23 cents in the elementary schools and 28 cents in junior and senior high schools.

► St. Louis, Mo. The school board has been asked to approve an increase in the school budget for experimental work in television. Two members of the audio-visual education department talked on the growing place of television and radio in the school program.

► Salt Lake City, Utah. The school board has appointed a public relations committee of nine persons, with Supt. M. L. Bennion as chairman. The committee will interpret the school program to members of the school system and to the general public.

► Oklahoma City, Okla. The school board has employed Dr. Frank W. Hart, of the University of California, as educational consultant on new schools to be included in new contracts.

► The school board of Salt Lake City, Utah, has sold \$2,600,000 worth of school bonds, dated February 1, 1941, at 1¼ per cent interest. The bonds were sold on a 12-year retirement basis, with payments of \$200,000 per year for ten years, and \$300,000 per year for two years.

► Clear Creek, Tex. The school board of the Clear Creek consolidated district has begun plans for a \$530,000 school-building program. The plans call for a junior high school, at Seabrook, to cost \$265,000, and elementary school at Kemah, to cost \$150,000, and an addition to cost \$115,000.

► Houston, Tex. The school board has voted to continue its policy governing the acquisition of doctorate degrees by teachers in the schools. The board will not grant salary raises to teachers gaining doctor's degrees. It will continue to give yearly increases of \$200 to those earning master's degrees.

► After a thorough investigation as to the activities of the high school fraternities, the school board of San Antonio, Tex., has placed a ban upon them.

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FOLDING TABLES & BENCHES

### HOW TO UNDERPAY OUR TEACHERS

(Concluded from page 32)

will not suddenly and miraculously come to the educator in one jump. As usual it will be nice for the single women teachers who may again enjoy a living wage. But their colleagues who are husbands and fathers will still be pitifully underpaid. Until school boards and the citizens who elect them realistically face and alter this fact, no teacher salary schedule will ever be a fair or satisfactory one.

Education has been a woman's world long enough! *Give the men a break.*

### THE SAN ANGELO JUNIOR COLLEGE

(Concluded from page 44)

one end the auditorium, arranged with a full size theatrical stage, and seating for 706 persons. The space above the foyer is arranged for teaching speech arts and is equipped with motion picture machines, etc. The basement under the stage is used as a band practice room and has adjoining its offices and storage space. The east end of the building contains the library and, in the basement underneath, a supplementary periodical and book stack room. An interesting feature of the library is the radiant heat which makes ordinary radiators unnecessary.

A feature of the first floor to the left of the

front entrance is the business administration and president's offices. There are in addition offices for the dean, for the registrar, and for several professors. To the right of the main entrances are five classrooms with offices and conference rooms.

The second floor provides space for four standard classrooms and for five rooms to be devoted to business education.

The building was designed and erected under the supervision of Messrs. Mauldin & Lovett, architects and engineers, San Angelo, Tex.

### HEALTH EDUCATION IN THE CATSKILLS

(Concluded from page 34)

The board has arranged to purchase, for \$14,000, a central school site of 35 acres on which it plans to build one of the finest rural schools in the State. The school will provide a modern educational program for Onteora's approximately 1000 pupils, from kindergarten to high school graduation.

Being realistic businessmen, the board knows that building costs are high. But the board knows, too, the crying need for a new school and has faith it can be built soon.

### SCHOOL HOMEWORK IN WAYNE

(Concluded from page 36)

1. The faculty as a whole approved the policy.

2. The plan was explained to the board of education.

3. Copies of the policy were released to the local newspapers.

4. Mimeographed copies of a clear-cut statement of the policy were sent to all parents.

5. An explanation of the policy appeared in the "Wayne School News," official publication of the board of education.

6. All new teachers have been instructed to follow the policy.

7. A program of teaching students how to study is being placed in operation.

### SCHOOL PETTY CASH

(Concluded from page 47)

state laws concerning municipal expenditures. (3) It is simple to operate and audit. (4) It is good public relations to have the smallest funds accounted for in a businesslike manner. (5) It permits classification and identification of expenditures under school and municipal laws.

### TO HOLD BUILDING MAINTENANCE COURSE

The fifteenth annual building maintenance course will be held June 23 to 25, in the Michigan State College, East Lansing, Mich. The course, which is sponsored by the College, the State Board of Vocational Education, and the Michigan Association of School Employees, is intended to help custodians and engineers obtain the latest information on the safe, efficient, and economical operation of school plants.

Enrollees will receive 30 hours of special credit for the satisfactory completion of each 10-week course. This credit may be applied toward the 300 hours required for the issuance of a Building Maintenance Certificate by the College.





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## PERSONAL NEWS OF SCHOOL OFFICIALS

### HENRY B. MANLY DIES

Henry B. Manly, associated with the school board of Louisville, Ky., for 48 years, and its secretary-treasurer for the past 38 years, died suddenly in his office of a heart attack on February 17. Mr. Manly had celebrated his 75th birthday the day before and appeared to be in good health.

Mr. Manly was a graduate of the Louisville Boys High School and the Jefferson School of Law. Following his graduation he started with the board as a bookkeeper in 1901. In January, 1911, he was elected secretary-treasurer. He had been with the city school system longer than any other present administrator. He had served under seven superintendents and had seen the number of schools grow from 54 to 74. Mr. Manly had the respect of bankers and businessmen and was an unusually valuable member of the board.

He was instrumental with Samuel Jones and others in the organization of the Association of School Business Officials at Philadelphia in 1913 and rarely missed an annual meeting of the Association.

### NEWS OF SCHOOL OFFICIALS

► FORREST V. CARMICHAEL, of Columbus, Ind., has been appointed business director for the public schools of Muncie. He was formerly secretary of the Indiana teacher retirement fund.

► CLYDE GLADIEUX has been elected president of the school board at New Haven, Ind. CARYL LESLIE was named secretary, and JOHN VAN KIRK was appointed treasurer.

► REUBEN ANDERSON, of Monticello, Ill., has been elected president of the Monticello community unit school district board, to succeed Jack Morris.

► KENNETH L. KELLY has been elected chairman of the school board at Taunton, Mass., to succeed W. A. Mowry. JOSEPH JACINTO was named secretary of the board.

► DR. W. B. WORLEY has been elected president of the Caddo parish school board at Shreveport, La. E. C. THOMPSON was named vice-president.

► RAY BUSEY has been elected president of the board of education of the Phoenix Union High Schools and Phoenix College, Phoenix, Ariz. Mrs. F. A. BONS was re-elected clerk of the board. Other members are WILLIAM J. McDONALD and JOHN HERRSCHER.

► Atlanta, Ill., has elected new members of the school board, including V. B. BATEMAN, LELAND H. DUNHAM, PAUL GORDON, J. A. HOBLIT, DR. R. L. JAMES, J. N. RICE, and DEWITT YEAST.

► MISS JOSEPHINE CRONIN has been elected chairman of the school board at Stonington, Conn.

► The school board at Chelsea, Mass., has reorganized with HOWARD L. OSTLER as chairman, and FREDERICK R. HOOTON as vice-chairman.

► EDWARD F. CHAMBERLAIN has been re-elected president of the board at Marlboro, Mass.

► FREDERICK F. LOVEJOY, JR., has been re-elected chairman of the school board at Norwalk, Conn. Mrs. GEORGE B. CORWIN was named vice-chairman.

► DR. W. EARL ARMSTRONG, of Newark, N. J., has been appointed Associate Chief for Teacher Education of the Division of Higher Education, U. S. Office of Education. Dr. Armstrong goes to the Office of Education from the University of Delaware, where he had served as dean of the School of Education since 1945. He holds an A.B. degree from East Central State College, Ada, Okla., and an M.S. in Education from the Oklahoma A. and M. College, Stillwater, and was given the Ed.D. degree by Stanford University in 1938. He had been at the University of Delaware since 1945.

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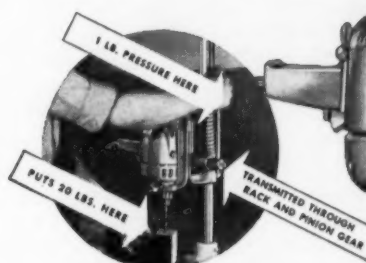
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For brief reference use ASBJ—302.

### NEW BOOKLET ON ELECTRIC POWER PLANTS

The Westinghouse Electric Corporation has announced a new 30-page booklet entitled, "Highways of Wire," which discusses the basic component parts of a typical power plant, including the generator, the transformer, the circuit breaker, the substation, in terms understandable to high school students. It traces the path of electric current from the generating plant through the transmission lines, and through various stages of voltage reduction, and on to the consumer. It takes up the final uses of electricity in the home, on the farm, and in industry. Such problems as voltage drop, short circuit, and lighting disturbances are discussed.

Copies of the booklet are available by writing to the School Service Department, Westinghouse Electric Corporation, 306 Fourth Ave., Box 1107, Pittsburgh 30, Pa.

For brief reference use ASBJ—303.

### NEW CRANE STEEL BATHTUB

Crane & Company, Chicago, has announced a new formed steel bathtub, the Ohio, which has the same characteristic panel design as other Crane fixtures. It has either a right-hand or left-hand outlet in an over-all length of 5 feet. It has a wide, flat rim, a raised tiling ledge at the back, and easy-operating dial-ese controls.

The Crane Co., 836 S. Michigan Ave., Chicago 5, Ill.

For brief reference use ASBJ—304.

### NEW HUNTINGTON WINTER WAX

Huntington Laboratories, Inc., has announced a new liquid floor wax, which defies freezing temperatures. It can be shipped during the coldest weather without fear of freezing, and rigid tests show that it stands up under as many as eight freezings. Winter wax is economical because tests show it works best in a thin, uniform coat. It is easy to apply with a lamb's-wool applicator or a clean cloth; it may be buffed if desired; it provides the same high quality protection as any regular wax; and may be used on rubber tile, asphalt tile, terrazzo, mastic, or other flooring materials.

For information write to Huntington Laboratories, Inc., Huntington, Ind.

For brief reference use ASBJ—305.

### ANNOUNCE NEW ALUMINUM DOORS

Newman Brothers, Inc., have announced new aluminum doors for schools and educational institutions, which are rust-resistant, adaptable, and enduring.

The doors are constructed of heavy extruded sections and finished in aluminite for durability. The doors come in standard sizes of 3 by 7 feet, 3 ft. 6 in. by 7 feet for single doors, and 5 by 7 feet and 6 ft. by 7 ft. for pairs, with or without

transoms. In-stock doors are equipped with door bars and choice of butts or floor pivots.

The firm also manufactures made-to-order doors of aluminum, bronze, and stainless steel suitable for any opening measurements.

For information write to the Newman Brothers, Inc., Cincinnati, Ohio.

For brief reference use ASBJ—306.

### PITTSBURGH-CORNING'S NEW HEADQUARTERS

The Pittsburgh-Corning Corporation has moved its home offices to a new location at 307 Fourth Ave., Pittsburgh, Pa.

The new offices will enable the firm to better serve buyers of its two products, structural glass blocks and cellular glass insulation. The firm was established more than ten years ago and now owns four plants for producing its products and employs 700 persons. The plants are located at Port Allegany, Pa., and at Sedalia, Mo.

### CHICAGO HARDWARE ANNOUNCES NEW ELECTRIC HAND DRYER

The Chicago Hardware Foundry Company has announced a new, improved heating element in its Sani-Dri electric hand and face dryer. The im-



The New Sani-Dri School Dryer.

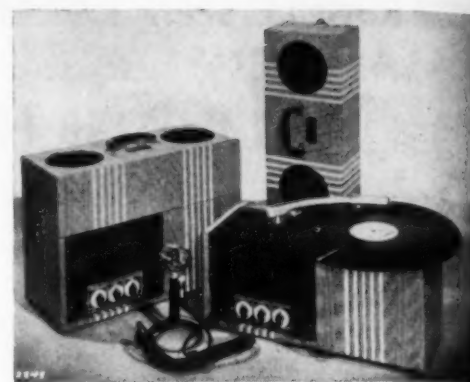
provement has made it possible to completely dry the hands or face in 25 per cent less time than formerly required. A feature of the heating element is that no more current is consumed than previously because the length of time the dryer is on is reduced. The new heating element can be installed by any maintenance man in a few minutes.

For information write to the Chicago Hardware Foundry Co., North Chicago, Ill.

For brief reference use ASBJ—307.

### NEW TRANSCRIPTION RECORD PLAYER

The Western Sound and Electric Laboratories, Inc., have announced a new 16-in. transcription record player, a new dual-speed type, which will play all sizes of records from 6 in. to 16 in. at either 33 1/3 or 78 r.p.m. The motor speed can be varied from 70 to 82 r.p.m. on a standard setting, with equivalent variation on the slower speed.



New Western Transcription Player.

Special important features are a microphone input, separate microphone and phono controls, to permit quick changing, flexible tone control, two permanent magnet speakers, speakers wired in series, and an amplifier of full 10 watts power to cover an area of 5000 square feet. The record player is easy to handle, simple to set up and use, and weighs only 35 pounds.

For full information write to Western Sound & Electric Laboratories, Inc., 805 So. Fifth St., Milwaukee 4, Wis.

For brief reference use ASBJ—308.

### NEW MOTION PICTURE ON FILING METHODS

"It Must Be Somewhere" is the title of a new color 16mm. picture portraying the vital importance of simplified, efficient filing methods in business, just released by the Systems Division of Remington Rand. This film is an effective dramatized report on simplified records management, providing a blending of exciting motion-picture entertainment with a message of vital importance to the personnel in a business office.

Featuring a fast-paced script, sparkling acting and dialogue rendered by talented professionals, superb settings in color, and expert direction, the film was produced by a leading industrial film organization. The story highlights the means of attaching a problem of interest to business executives today—how to offset mounting costs by increased efficiency in office operation.

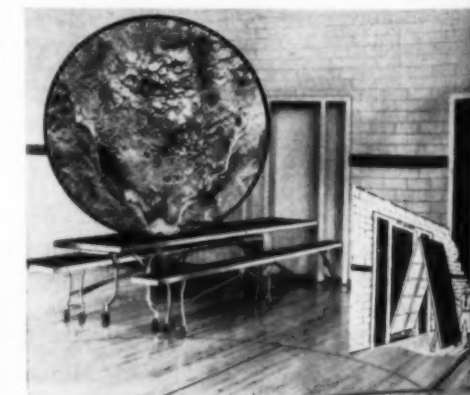
For information write to Remington Rand, Inc., 315 Fourth Ave., New York 10, N. Y.

For brief reference use ASBJ—309.

### NEW FOLDING LUNCHROOM UNITS

New marbelized linoleum tops are being offered to replace solid color linoleum tops in the Schieber "In-wall" folding table and bench units, manufactured by the Schieber Manufacturing Company.

These all-steel units, designed for gymnasiums, auditoriums, music rooms, for double duty as lunchrooms, are offered in two types: against-the-wall units folding into a cabinet; and in-the-wall units built into the wall and flush with the wall. The new linoleum tops are made in a variety of



The Schieber fold-away table.

colors to harmonize with the room decorations. Information concerning these units can be had by writing to the Schieber Manufacturing Co., 12732 Burt Road, Detroit, Mich. For brief reference use ASBJ—310.

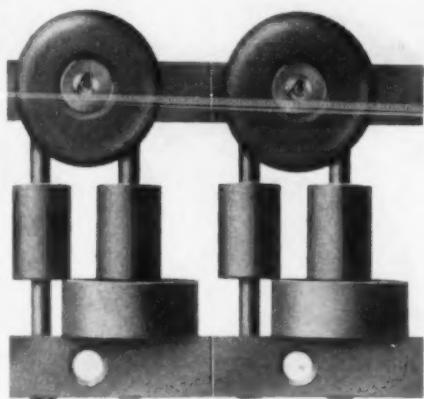
### MINNEAPOLIS-HONEYWELL APPOINTS SUPERINTENDENT OF SALES

The Minneapolis-Honeywell Regulator Company, Minneapolis, Minn., has announced the appointment of Robert H. Jacobs as superintendent of school control sales. Mr. Jacobs, a graduate of Marquette University, Milwaukee, Wis., was employed in the sales department of the Parker Pen Company and the Standard Oil of Indiana before joining Honeywell in 1940. He was formerly director of the sales department of the Milwaukee branch office. In his new position he will continue to make his headquarters in Milwaukee.

### NEW VALLEN CURVED TRACK AND CURTAIN CARRIER

Vallen Company, Inc., has announced its new No. 153 curved track and curtain carrier for the automatic operation of curtains of any size on curved or reverse curved track of any radius.

The Vallen curtain carrier is the first and only practical, trouble-free equipment, which actually



The Sturdy Curved Track Carrier.

prevents jamming or fouling. The operation is so effortless that the curtain rolls steadily into position, with no increase in drag. The equipment makes it possible for the first time to use automatic or manual-controlled curtains in many situations where curved track is the only answer but where automatic equipment has been impractical and hand operation impossible.

For details and special literature write to Vallen, Inc., 228 Bluff St., Akron 4, Ohio.

For brief reference use ASBJ—311.

### AMPRO PROMOTES SALES MANAGERS

The Ampro Corporation, Chicago, Ill., has announced the promotion of Howard Marx to the position of vice-president and general sales manager, and of Frank B. Rogers, Jr., to the position of vice-president and assistant sales manager with headquarters in New York City.

Mr. Marx, a former assistant sales manager, has had 16 years' experience in merchandising and sales engineering of motion picture equipment. Prior to World War II he was active in the professional equipment field. During the war he served as lieutenant commander in charge of synthetic training devices for naval pilots and air crewmen. Since 1946, he had been assistant sales manager of Ampro products.

Mr. Rogers also brings to his position many years of experience in the motion picture field. From 1933 to 1938 he was associated with the sales and installation divisions, in the industrial and educational fields. In 1936 he set up a film company which contributed several outstanding films to the educational field. Since 1938 Mr. Rogers has been eastern manager.

## Advertisers Products and Services

Advertisers in this index are given a code number in addition to the page number on which the advertisement appears. Refer to the advertisement for product or services available. Write direct to advertisers or use the coupon in requesting information from a number of advertisers.

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### THE AMERICAN SCHOOL BOARD JOURNAL

540 North Milwaukee St., Milwaukee 1, Wis.

1949

Please send information offered in the advertisements we have encircled

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## Mosaic's

LOCKART  
METHOD!

the faster, lower cost

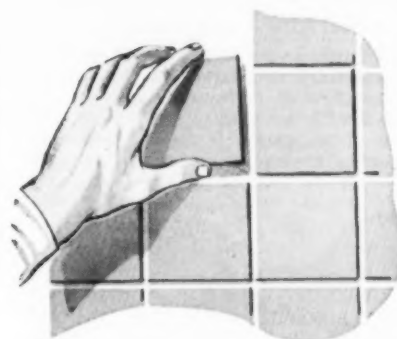
way for you to have

**TILE** floors and walls

**QUICK, EASY PRIMING** — The Lockart Method permits direct application right over plaster, brick, metal, concrete or plaster wall-board. First, a coat of Lockart Primer is spread over the wall surface.

2

**THEN—LOCKART EXPANSET FOR PERFECT ADHESION**—Expanset is a clean, white cement suitable for all types of ceramic tile. Either the Float-Bed or Buttercoat method of setting may be used.



3

**FAST APPLICATION . . . FAST SETTING**—This modern, streamlined way of installing Mosaic tile speeds up the work—and costs less!

Today Mosaic's exclusive LOCKART method is being used for tile installations from coast to coast—in modernizing all kinds of areas in all types of buildings.

The LOCKART method saves you time, money and labor. Application costs on new work are reduced as much as 30%. You'll save up to 40% on renovations. You get rooms back into service in record time, or complete new work *faster*

*REDUCE MAINTENANCE  
WITH MOSAIC TILE*

Distinctive Mosaic tile installations offer beauty that doesn't fade or need renewing . . . assure years of heavy traffic without upkeep. Use Mosaic's wide line of ceramic tile to modernize bathrooms, rest rooms, kitchens, corridors, lobbies, etc. Mail the coupon today or consult the Mosaic dealer or office nearest you.

*NO METAL LATH OR  
SCRATCH COAT REQUIRED*

No structural changes are necessary with Mosaic's LOCKART method. Furthermore, there's no dirt—no mess. And LOCKART Expanset dries fast and reduces the load on the wall as much as 50%. Shear tests conducted by the U. S. Testing Laboratories demonstrated that Mosaic tile, attached to plaster wall-board with the LOCKART method, withstood shearing pressure equivalent to about 2800 lbs. to the square foot!

*tile for time*

THE  
**MOSAIC**  
TILE COMPANY

*for design*

Zanesville, Ohio

Member: Tile Council of America

Over 2000 dealers to serve you—Offices in Principal Cities

*MAIL  
TODAY!*

DEPT. 2-6

THE MOSAIC TILE COMPANY Zanesville, Ohio

—Please send me the free booklet "Streamline Tile Jobs with the Lockart Method."  
—Send name of nearest Mosaic dealer.

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